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ABSTRACT

This working document summarizes the current state of adult education, trends that have emerged during its development, and some problems that require particular attention. Chapter I describes stages in the development of adult education marked by Unesco's Elsinore and Montreal Conferences, analyzes conclusions and recommendations of the Tokyo Conference, and summarizes subsequent developments. Chapter II analyzes the contribution that adult education can make to the democratization of education and to lifelong learning. Chapter III analyzes the role of adult education in assisting adult participation in various aspects of economic, social, and cultural life and in solving some major problems of today's world. Chapter IV describes the varied methods and techniques used in adult education and the various kinds of staff involved, mentioning some problems concerning training and status. It also contains information on efforts undertaken to develop adult education backup services in the fields of information and guidance, research, and documentation. Chapter V analyzes specific problems of planning and particular problems involved in financing adult education. Chapter VI focuses on the development and improvement of adult literacy programs. Chapter VII deals with cooperation in the field of adult education at the international, regional, and subregional levels. (YLB)

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on Adult Education

Paris, 19-29 March 1985

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FOURTH INTERNATIONAL CONFERENCE ON ADULT EDUCATION

(Paris, 19-29 March 1985)

THE DEVELOPMENT OF ADULT EDUCATION: ASPECTS AND TRENDS

(ED-85/CONF.210/COL.3)

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INTRODUCTION

1. In this document, which is the working document provided for participants in the Fourth International Conference on Adult Education, the Secretariat has sought to summarize, on the basis of the information and data available at its date of preparation, the current state of adult education, the trends which have emerged during its development and some of the problems which would seem to require particular attention. It hopes in this way to be able to provide a number of basic facts which will facilitate the discussions on the substantive items on the provisional agenda, to which the various chapters of the document correspond.

2. With the preparation of the Conference in view, a survey, the results of which provided the first source of information used in the preparation of the present document, was carried out among the National Commissions for Unesco, which were sent on 29 March 1982 a 'Guide for the collection of information from Member States on the development of adult education'. Seventy-six National Commissions or competent authorities of the 155 States which were members of the Organization at the time when the survey was initiated sent in replies, which varied considerably in the amount of detail given. A summary of these replies is reproduced in the document: 'Adult education since the Third International Conference on Adult Education (Tokyo, 1972) - Round-up of replies to the survey carried out by Unesco among National Commissions with a view to gathering information on the development of adult education' (ED/LAR/EDA/750/34).

3. In addition, consultations were organized in the various regions with a view to the preparation of the Conference. In Africa, a subregional technical meeting, organized jointly by the Regional Conference for Adult Education and Literacy in Africa (CREAA) and Unesco in Lome, in July 1981, was mainly intended to define the problems and identify current trends in adult education. Another subregional technical meeting was held in Lusaka, in September 1982, with the same objective. With regard to the Arab States, a consultative meeting (Regional consultative meeting on the future of adult and literacy education in the Arab States) took place in Amman in September 1982. Other meetings - seminars and workshops - organized in the field of adult education and literacy by the Unesco Regional Office for Education in the Arab States, together with missions carried out by consultants or by the staff of this Office, enabled additional data to be collected on the situation and development of adult education in the region. The results of these various activities were analysed and provided the basis for a report. A 'Consultation meeting for the preparation of the Fourth International Conference on Adult Education', which also made it possible to identify trends and problems and formulate recommendations, was held at the Unesco Regional Office for Education in Asia and the Pacific in May 1983. For Latin America and the Caribbean, a meeting organized by the Regional Office for Education in Latin America and the Caribbean in conjunction with the Cuban authorites and the Cuban National Commission for Unesco was held in Havana in September 1983. In Europe, a similar meeting was organized by the National Commission of the Federal Republic of Germany for Unesco and the Unesco Institute of Education in Hamburg ('European Conference on Motivation for Adult Education') in March 1983. The main aim of this meeting was to prepare for the debate on this subject and to identify other questions which might call for detailed treatment in the preparation of the Conference.

4. Useful information was also provided by the proceedings of the Conference on the subject 'Towards an authentic development: the role of adult education', organized by the International Council for Adult Education and 'Peuple et culture'

(France) in 1982, and also by the 'Meeting of Experts to consider ways and means of taking the workers' interests into consideration when formulating and implementing adult education policies', organized by Unesco in April 1983.

5. Together with the replies to the Unesco survey and the reports of the abovementioned consultations, the reports drawn up by Member States on the occasion of the 39th session of the International Conference on Education were also included among the sources used in the preparation of this working document. Finally, the Secretariat naturally drew upon the guidelines on adult education included in the second Medium-Term Plan (1984-1989), as well as on those which emerged from the debates, conclusions and recommendations of the regional conferences of Ministers of Education organized by Unesco since the Third International Conference on Adult Education.

6. The Secretariat is fully aware that the information which it has been able to collect in a field as dynamic and rich in activities and initiatives as that of adult education is far from being complete, the more so since the National Commissions of about half of the Member States failed to reply to the survey. The description of the current state of affairs and of the trends and problems as they appear to exist from a reading of the present document will no doubt need to be supplemented, or even corrected, during the exchange of views and the study of these questions, for which the debates of the Conference will provide an opportunity.

7. This working document consists of seven chapters. The first, after a brief account of the stages in the development of adult education marked by the Elsinore and Montreal Conferences and the respective contributions of these two Conferences, contains an analysis of the conclusions and recommendations of the Tokyo Conference and a summary of the developments which have taken place since this Conference, particularly since the adoption of the 1976 Recommendation.

8. The second chapter is devoted to an analysis of the contribution which adult education can make to the democratization of education, both from the point of view of broadening access to education and improving opportunities for success, and to the introduction of lifelong education, which appears as inseparable from the democratization of education.

9. The third chapter analyses the role of adult education in assisting adults to participate in various aspects of economic, social and cultural life and in solving some of the major problems of today's world.

10. The fourth chapter provides a description of the increasingly varied methods and techniques used in adult education and of the various kinds of staff who take part in adult education activities, and mentions some of the problems concerning training and status which arise in this connection. This chapter also contains some information on the efforts undertaken to develop adult education back-up services in the fields of information and guidance, research and documentation.

11. Chapter V contains a analysis of the specific problems of planning which arise in the field of adult education (mainly because of the range of different activities and their decentralized nature) and of the particular problems involved in financing adult education.

12. The sixth chapter is mainly devoted to the development and improvement of adult literacy programmes which, in a large number of Member States, are a major aspect of adult education, which is closely related to efforts to achieve universal primary education.

13. Finally, the last chapter deals with co-operation in the field of adult education at the international, regional and subregional levels. It mainly consists of comments on certain areas in which the replies to the Unesco survey revealed a particular desire for co-operation and on particular measures which seemed to best lend themselves to such co-operation.

14. There is reason to hope that the proceedings of the Conference, in addition to providing a complete picture of the current state of affairs of adult education, will make it possible to identify those aspects which will particularly require action by the different staff responsible for adult education in the years to come, the approaches which might be adopted and the measures which might be taken with a view to its development and also the most appropriate areas and methods of international co-operation.

CHAPTER I

(Item 6 of the provisional agenda)

Developments in adult education, considered particularly as the extension of literacy activities, since the Tokyo conference (1972) and the adoption of the recommendation on the development of adult education (Nairobi, 1976)

I. FROM ELSINORE TO TOKYO AND NAIROBI

15. Unesco's interest in adult education dates from the very first years of its existence. The General Conference, at its second and third sessions, held respectively in Mexico City (1947) and in Beirut (1948), decided to call a special international conference devoted to the problems of adult education. This special conference, which was held in Elsinore (1949) just four years after the signing in London of Unesco's Constitution, was a major event in the history of adult education in terms of the breadth of its themes and the scope of its recommendations and marked an important stage in the development of the principles and future programmes of the Organization. It was followed by two other conferences at intervals of eleven and twelve years, respectively, one in Montreal in 1960 and one in Tokyo in 1972. Each of these first three international conferences on adult education reflected the concerns and specific trends that had characterized the situation and developments in the world over the preceding decade. All three made a major contribution to the elucidation of the concepts, the definition of the principles and goals and the development of the programmes and activities of adult education in a changing world.

16. The Elsinore conference, organized shortly after the end of the Second World War, brought together some seventy-nine delegates and observers representing twenty-five countries, fifty-four of whom - roughly 70 per cent - belonged to fourteen countries of Western Europe and fifteen represented the two Member States of North America. Neither the USSR nor any of the countries of Eastern Europe was present. Ten or so delegates attending were from the countries of Asia, Africa, Latin America and the Arab States. This conference was marked by the still-vivid memory of the 'great and terrible war' that had ended four years previously and by an awareness of the urgency of the task of reconstruction; it was also marked by an awareness of the moral need to re-establish peace and harmony between different cultures and nations and to restore mankind's confidence in itself.

17. The Elsinore conference stressed 'that every programme should take account of the needs and aspirations characteristic of each group, of each local or national community'[1] and assigned the following major tasks to adult education:

> to aid and foster movements which aim at creating a common culture to end the opposition between the so-called masses and the so-called élite; to stimulate a genuine spirit of democracy and a genuine spirit of tolerance; to give youth the hope and confidence in life, that have been shaken by the present world disorganization; to restore the sense of community to people who live in an age of specialization and isolation; to cultivate an enlightened sense of belonging to a world community.[2]

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[1] Summary Report of the International Conference on Adult Education, Unesco, Paris, 1949, p.4.

[2] Summary Report of the International Conference on Adult Education, Unesco, Paris, 1949, p.4.

The delegates decided not to frame definition of adult education that would be valid for all countries, but they nevertheless established certain principles: in particular, they considered that adult education should 'meet the cultural needs of adults in all their range and diversity'[1] and that the content, programmes and methods should vary 'according to the particular needs of individuals of social and national groups and according to the urgency of the problems to be solved.[2] In some countries the main priority might be 'the training of industrial and labour personnel', while in others it might be the campaign against illiteracy, which the conference recognized as 'theoretically a part of adult education' but for practical reasons to be regarded as coming within the fundamental education field.

18. Finally, the Elsinore conference produced a series of specific recommendations to promote international co-operation. It prefaced these recommendations with a declaration of principle stating the objectives of adult education at the international level: to develop a spirit of tolerance; to work to reconcile points of view, particularly those of Eastern and Western Europe; to win the support of peoples and not only governments; to recognize the need to improve the standard of life of the common people in order to establish the necessary conditions for peace and mutual understanding.

19. This first conference did not lay down particularly innovatory guidelines in comparison with the ideas on adult education current in the countries of Western Europe from which most of the participants came but, nevertheless, made a considerable contribution to the development of thinking on adult education in the world and, in particular, provided the initial impetus for an unprecedented expansion of international co-operation and the development of Unesco's programmes in this field.

20. Eleven years after Elsinore, the Montreal conference (1960) brought together fifty-one delegations from forty-seven Member States, two Associate Members and two non-Member States, including twelve from Asia, six from Africa, eight from Latin America and four from the Arab States. There were also delegates from six countries of Eastern Europe, including the USSR, thirteen countries of Western Europe, and two countries of North America. The very composition of the Montreal conference reflected the political changes that had occurred in the world during the 1950s, and its work was also affected by other equally rapid changes that could not have been foreseen by the participants at the Elsinore conference but were to have a decisive influence on the nature and tasks of adult education. These included, in particular, the unprecedented changes in the fields of science and technology, urbanization and industrialization, socio-economic and political development, the family, social relations and culture.

21. The Montreal conference concentrated on several major problems. It viewed adult education as transcending the concepts of liberal and vocational education and as embracing all organized forms of adult education. The participants stressed the need to give absolute priority in adult-education programmes to the elimination of illiteracy and to undertake international action to assist those countries that lacked sufficient resources. The conference highlighted the link between the maintenance of peace and adult education, recommending the inclusion of reflection both on aesthetic and moral values and on the role of science and technology in social progress and stressing the importance of creative activities. It attached an entirely new importance to the role adult education, which is more than the mere imparting and receiving of knowledge is required to fulfil in order to promote intellectual and emotional maturity and stressed that it should be based on active participation by those concerned, preparing them for the exercise of their various responsibilities in the modern world and reconciling general with vocational education. Echoing problems that had acquired universal dimensions during the decade, such as the problem of relations between young people and adults and that of

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1. Ibid p.7.
2. Ibid p.7.

equality of the sexes, the conference considered that 'the purposes and methods of youth education and adult education are, in general, similar and not to be sharply separated'[1] and that women and girls should have greater access to general, technical and civic education 'as well as to instruction in Home Economics, so that equality of educational opportunity between the sexes should become a reality'.[2] The importance of the non-governmental organizations and the value of their contribution based on voluntary activity were recognized, while the growing role of governmental agencies and bodies in the development of adult education was stressed. Finally, with reference to international co-operation, the conference recommended the establishment of appropriate co-ordinating machinery within the framework of Unesco in order to continue and extend the work done by the Consultative Committee on Adult Education since 1949.

22. The Montreal conference achieved a broader definition of adult education taking account of its many aspects in different countries, thus contributing to the establishment of a basis for profitable co-operation between partners who had previously been separated or in disagreement, sometimes for semantic reasons, as to the importance to be attached to adult education and the benefits to be expected from it. It emerged that 'adult education was now seen less as a marginal enterprise serving the personal interests of relatively few people and more as an essential component of any nation's policy for coping with the pressures of change and improving the quality of life'[3] and that it was also recognized as a normal and necessary part of the overall educational provision of every country, within which its particular role was to improve opportunities of access to education offered by the school system or to raise the level of knowledge already acquired within the context of lifelong education.

23. The Third International Conference on Adult Education (Tokyo, 1972) was even more all-embracing in its composition. Of the eighty-five countries represented (including eighty-two Member States in comparison with forty-seven at Montreal), fifteen belonged to the region of Asia, nineteen to Africa, ten to the Arab States and seventeen to Latin America and the Caribbean. As the figures show, the developing countries already formed the majority of the Member States represented. Furthermore, in relation to the previous conferences, the delegations present in Tokyo included many more policy-makers and senior officials involved in adult education than professional educators: this may be the reason why the conference was more concerned with problems connected with policies, planning, administration and finance than with the conceptual and theoretical aspects of adult education.

24. The world experienced major changes in the 1960s. Technological development and economic growth led in certain regions to deterioration of the environment, problems connected with rapid and chaotic urbanization or both. These problems gave rise to an awareness of the need for fuller control of the consequences of change and of the contribution adult education can make to such control. The decade of the 1960s also witnessed the emergence of many countries formerly under colonial administration, whose problems and needs were to become a major factor in international life. Their emergence on the world scene had already resulted in the recognition at Montreal, twelve years previously, of the absolute priority to be accorded in adult-education programmes to the struggle against illiteracy. Attention was now drawn to the need to concentrate efforts on satisfying the specific needs of women and of the most underprivileged population groups: rural communities, migrant workers, old people, the handicapped, ethnic minorities, etc.

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1. Second International Conference on Adult Education 'Educational Studies and Documents', No.46, Unesco, Paris, 1960, p.15.
2. International Retrospective on Adult Education, Unesco, Paris, 1972, p.10.
3. International Retrospective on Adult Education, Unesco, Paris, 1972, p.9.

25. The Tokyo conference clearly indicated its interest in the paths that should be followed in order to develop policies and programmes for adult education within the framework of national education systems and to make a more effective contribution to the development of lifelong education. Taking note of certain welcome developments since Montreal, including, in particular, recognition of the importance of adult education, acceptance of the concept of lifelong education, an increase in the number of adult-education programmes and of participants in these programmes and the integration, in some countries, of adult education in national development plans, the Tokyo conference emphasized the complementary roles of formal and non-formal education, the need to link them more closely and the need for increased co-operation between governmental and non-governmental organizations. For the first time, the role of adult education considered as a factor in the democratization of education, economic and social progress and cultural development was systematically analysed by the participants. They particularly stressed the importance of cultural development - which had been somewhat neglected by many countries in their overriding concern to meet the urgent need to adapt to rapid scientific and technological change - and stressed the role adult education can play in it.

26. The General Conference has to a great extent reflected the concerns of the Member States and the development of ideas and activities relating to adult education. It has examined these issues at several sessions and adopted related resolutions concerning, in particular, the preparation, holding and follow-up of the three international conferences on adult education. In order to give greater effect to the conclusions, declarations and recommendations made by these Unesco conferences and by many other international authorities on the subject of adult education and the contribution it can make to the solution of the major problems and major concerns of the world, the General Conference at its nineteenth session (Nairobi, 1976) adopted the Recommendation on the Development of Adult Education, which summarizes the major trends in this field since 1949 and defines the principles, objectives, guidelines and policies that should govern the future development of adult education and the measures the Member States are invited to take at the national, regional and international levels in order to implement the recommendation.

II. DEVELOPMENTS SINCE THE TOKYO CONFERENCE AND THE NAIROBI RECOMMENDATION

27. Adult education has developed significantly in most Member States since the Tokyo conference, especially since the adoption of the Recommendation on the Development of Adult Education by the General Conference at its nineteenth session (1976). In many Member States it is the education sector as a whole that has developed most rapidly. Many of the replies to the survey launched by the Secretariat in 1982 among National Commissions and the international non-governmental organizations concerned and the reports of the consultations held in all regions between 1981 and 1983 in preparation for the present conference showed a drop in the percentage, and sometimes even in the absolute number, of illiterates, substantial improvements in quality, marked improvement in the clarification of concepts, objectives and strategies, diversification of content and methods and a proliferation of structures and forms for the organization of adult education. In this connection, no small part was played in the development of ideas and activities by the Regional Conferences of Ministers of Education and Those Responsible for Economic Planning held by Unesco since 1976 and by the thought that not only Member States but also the Secretariat have given the preparation and study of plans and the Organization's successive programmes and budgets, particularly its second Medium-Term Plan (1984-1989) and the Programme and Budget for 1984-1985.

Quantitative development

28. The present state of statistics available nationally and internationally makes it difficult to assess the quantitative development of adult education throughout the world. Where statistics do exist they are often incomplete and relate to different situations in different countries. It would be risky to attempt any global international comparison. Hence such enrolment and financial statistics on education in one or two countries as will be found in the present document are given only as examples and with every reservation as to their comparability. They are not intended to provide a comprehensive or balanced coverage of regional or socio-economic differences. Although most of these data were extracted from the replies to the Unesco survey, some were obtained from national sources (various reports prepared by Member States for Unesco and published national education statistics).

29. In replying, several developing countries quoted figures that testify to the scope of many national adult-education programmes, particularly those aimed at the elimination of illiteracy. On the whole, few African countries provided systematic statistics. There were, however, a few notable exceptions such as Tanzania, which provided precise data: the number of adults taking part in literacy programmes rose from 1,943,029 in 1980 to 3,526,565 in 1981 and dropped to 2,958,910 in 1982 and 2,267,291 in 1983. The recent fall-off in numbers is explained by the fact that, as shown by the tests organized on a regular basis by the government, the illiteracy rate - which stood at 69 per cent in 1969 - was reduced to 41 per cent in 1975, 27 per cent in 1977, 21 per cent in 1981 and 15 per cent in 1983, as a result of the literacy campaign. The number of enrolments since 1982 represents as a general rule all the illiterates listed in the country, and the drop in enrolment is proof of an actual reduction in residual illiteracy. In Kenya more than 3 million people have attended literacy courses since the literacy campaign was launched in 1979. In Rwanda, between 1977 and 1981, out of over a million people that took part in various adult education activities, 21 per cent attended literacy centres, 43 per cent development centres and 36 per cent nutrition-education centres. In Burkina Faso, the literacy campaign launched in 1980-1981 reached nearly one hundred thousand people. In Congo, 15,527 adults became literate in 1977 through the efforts of 820 literacy organizers working in 253 centres. In Mozambique over 300,000 adults of 15 years of age and over - 36.6 per cent of them women - achieved literacy between 1978 and 1982, and through the combined action of school enrolment for children and adult-literacy programmes the illiteracy rate was reduced from 93 per cent in 1975 to 72.2 per cent in 1980.

30. In Asia and the Pacific there was an upward trend in enrolment in adult education in several countries, including China and India. In China nearly twenty million adults participated in adult-education programmes in 1981-1983: 1,128,400 (6 per cent) at higher-education level, 9,747,500 (50 per cent) at secondary level and 8,711,600 (44 per cent) at primary level. Over 50 per cent of all enrolments in higher education were in special schools for adults. Nearly 82 per cent of those enrolled in such schools were attending regular two- or four-year courses. A total of 8,711,600 adults - i.e. all those enrolled at primary level - became literate between 1981 and 1983. India plans to teach its 110 million illiterate adults to read and write before the end of the decade, and in Thailand 515,944 people attended non-formal education courses in 1983. Despite these very favourable signs, we should not lose sight of the magnitude of the problem of illiteracy in the Asia and Pacific Region, whose sixteen countries alone account for over 60 per cent of the world's illiterate population.

31. In the Latin America and Caribbean Region the number of people involved in adult-education programmes is large on the whole. In Venezuela enrolments rose from 382,162 in 1980-1981 to 405,517 in 1982-1983, as opposed to a mere 13,907 in 1958-1959. The number of teachers quadrupled between 1959 and 1983 from 5,313 to 21,361.

In Nicaragua more than a million people have taken part in adult-education activities since they began in 1980. In Mexico the total number of people involved with the various programmes in 1981-1982 amounted to approximately 2.5 million, of whom one million (40 per cent) attended literacy courses. In that same year 148,500 people attended basic education centres, 27,000 evening primary schools and 187,800 secondary schools for workers. One hundred thousand people were enrolled in basic-education courses at work and 179,000 in community basic-education courses. The so-called 'open' systems that provide education for adults whose work makes it impossible for them to attend conventional courses had 121,028 enrolments. Nearly 480,000 adults took part in the many other programmes offered. In Chile enrolments increased by 57 per cent between 1976 and 1979. The 1979-1983 literacy campaign made it possible to reduce the adult illiteracy rate from 10 per cent to 5 per cent. Cuba achieved universal literacy in 1961 and by 1981 the residual illiteracy rate was estimated at 3.9 per cent. Since then efforts have been made to provide adults with primary and secondary education. A campaign was carried out in 1976-1980 to enable adults to reach the sixth year of primary education, and more than a million adults obtained certificates for that level. There are plans to provide a nine-year education for 700,000 adults in the 1980-1985 period. The enrolment for adult education fell from 708,325 in 1977-1978 to 413,453 in 1980-1981. This reduction represents a significant advance since it results from a substantial drop in adult enrolments for the sixth-level elementary course following the success of the national sixth-level campaign (335,806 in 1977-1978 to a mere 66,728 in 1980-1981). Other countries in the region, such as Bolivia, Colombia, Panama and Uruguay, report considerable progress. Although the absolute figures in many other countries are high (for instance 630,733 enrolments in Argentina in 1976), participation in adult-education programmes is on the wane. This drop could mean, as in Cuba, that the demand for elementary education has been totally met; but on the other hand it could mean that the supply has diminished, that the people concerned are less highly motivated or both.

32. The situation in the Arab countries varies considerably. In Iraq the national literacy campaign launched in 1978 reached 2,212,630 adults aged between 15 and 45, of whom 1,328,509 participated from February 1978. In Morocco, approximately 200,000 people participated in the various adult-education activities organized, and there are plans to expand the national literacy programme launched in 1982 so as to cater for over 620,000 participants by the end of the current five-year plan. In the United Arab Emirates the number of enrolments in literacy and adult-education centres increased by 22.3 per cent between 1980 and 1984. In Qatar enrolment in literacy cnetres increased by 17.4 per cent and that for other types of adult education by 11.8 per cent between 1981 and 1984. Although in certain countries finance is not really a problem because the actual sums involved are still relatively modest in relation to the national income, the non-oil-producing countries appear to be having some difficulties. Jordan, for instance, devotes only 0.5 per cent of its total education budget to adult education (including literacy work).

33. The data available for the industrialized countries attest to the growing importance in these countries of forms of adult education suited to their level of economic, technical and technological development and their socio-economic systems.

34. A survey conducted in Denmark, a country with a long tradition of adult education and the country where the first international conference on adult education was organized, revealed some significant facts. One-third of the country's population have attended adult-education courses of one kind or another: 3 per cent have attended higher-education courses, 14 per cent courses relating to their work and 16 per cent general-education courses for adults. Overall, women make up two-thirds of the numbers, and most people of both sexes who took part were under 40 years of age. In the Federal Republic of Germany the number of people attending

courses offered by the people's universities rose from 7.2 million in 1977 to 9.5 million in 1981, i.e. an increase of approximately 32 per cent. In the United States of America the number of adults enrolled in further-education or adult-education centres was estimated at 21.3 million in 1979-1980, as against 10.1 million in 1977-1978 and only 38,000 in 1965. More than half of the new students between 1977-1978 and 1979-1980 (6.7 million) attended institutions offering two years of training. In Finland the annual percentage of persons of 15 and over participating in adult-education programmes rose from 20 per cent in 1972 (700,000 enrolments) to 30 per cent (1.1 million) in 1980. The percentage of women participants for the same period rose from 21 to 30. In Spain adult-education enrolments stood at 79,146 (52,111 in the public sector and 27,035 in the private sector) in 1979-1980 and rose to 89,052 (72,267 in the public sector and 16,785 in the private sector) in 1982-1983.

35. In Poland 118,000 persons completed their studies in workers' schools in 1983 (6,500 at primary level, 17,900 at general secondary level and 93,600 in secondary or basic vocational education). Out-of-school courses were attended by a total of nearly 10 million adults in 1983. In the USSR, the number of persons attending people's universities increased from 10 million in 1976 to 15.4 million in 1981. In 1980 there were 145,000 people's universities. In addition, more than 6 million people learn new trades each year, and over 20 million improve their skills by attending vocational and technical courses organized by firms. During the 1980-1981 period 883 higher-education establishments were attended by 2.3 million students, who were able to continue their studies without stopping work. During the same year, 4,729,000 adults attended courses corresponding to the 9th, 10th, and 11th grades in 12,500 night schools. In 1980-1981 specialized secondary schools provided evening and correspondence courses for 1.7 million persons, while 510,000 skilled workers completed their training at vocational and technical night schools in 1980. In the year from 1981 to 1982 in Yugoslavia 251,227 adults were enrolled in 166 people's universities, more than a million were attending courses at 225 workers' universities and 303,000 were attending courses at 437 cultural centres. In the German Democratic Republic there are, in addition to 220 people's universities 1,000 further education institutes and 450 schools run by firms. Whereas only 49,000 skilled workers received additional training in 1965, the number rose to almost 269,000 in 1980.

Legal and institutional framework, structures and forms of organization

36. The replies to the Unesco survey speak of substantial recent activities and mention trends in adult education as regards both its legal and institutional framework and the structures and forms of organization, which are related, *inter alia*, to the diversification of target populations and objectives and the growing importance attached to linking adult education to formal schooling with a view to lifelong education.

37. Since the Tokyo conference an increasing number of countries that had not previously done so have begun to frame legislation and regulations for the development of adult education. In several Member States adult education is considered one of the fundamental rights of citizens and a major national objective. Some States have even defined in their constitutions the main guidelines and principles that should govern its development and have adopted provisions setting forth the responsibility of the State in this area. Others have added to their legal provisions in order to improve their effectiveness or increase opportunities and broaden the range of target populations with a view to achieving greater democratization. Since Nairobi the number and variety of laws and regulations relating to adult education as a whole or to some of its aspects have considerably increased. Provisions have been adopted practically everywhere promoting basic

education, literacy training, general education and vocational training. Special outlays have been approved to finance a number of programmes and operational projects. The institutional framework has been considerably developed. National adult education plans have been adopted and have sometimes been integrated into national development plans, which are implemented as State laws in some countries.

38. In Bulgaria the law promotes the education and retraining of adults generally, whereas in Ecuador the law specifies that non-formal education, which includes literacy and vocational training, should cater to the needs of those who have been unable to attend or complete formal schooling and that it should lead to access to the formal system. A ministerial order in Greece contains 'Standing Regulations for Adult Education', which is officially viewed as the principal vehicle for lifelong education. China's 'Decision on the Reform of the School System', in effect since 1951, specifies that elementary education and secondary education are for children and adults, though the latter attend special schools, such as schools for workers and peasants and spare-time technical schools. Also, 'Institutions of higher learning must run preparatory and make-up classes for cadres of worker-peasant origin, students of minority nationalities and children of overseas Chinese'. This has provided adult education with a 'system guarantee'. In some countries legal recognition of adult education has not given it the impetus expected: 'Conceptually, adult education is seen in Turkish legal and official documents as one of the important subsystems of the total education system. However, by far the greater part of the resources for education are used to maintain and develop the formal education system'.

39. Adult education is very much a part of overall Finnish education policy and is assigned three main functions: to offer a second chance to adults with insufficient basic education; to contribute to the solution of major social problems; and - a primary task - to offer lifelong education opportunities. A number of other countries also have government policies covering or including adult education, such as the policy governing 'The Further Development of the Czechoslovak Education System', approved in 1976, and the Federal Republic of Germany's 'General Plan for Education', adopted in 1973 as a policy framework, which prescribes the expansion of adult education to become the fourth main area of education (the other three being primary, secondary and tertiary education). According to India's Sixth Five-Year Plan, which began in 1980, adult education is a part of elementary education under the 'Minimum Needs Programme'.

40. Such laws and policies provide adult education with official recognition and often establish its place in relation to the formal school system or within a broader education system encompassing them both. In other countries, such relationship is not established by law or policy but may nevertheless be socially or even officially recognized, as evidenced by the government's role in respect to adult-education activities.

41. Since the Tokyo conference several new trends have characterized the development of adult education in the Member States, irrespective of the institutional forms and types of organization adopted by each country in this area: a proliferation of organizations and institutions for adult education, decentralization of administrative and organizational structures and, finally, the establishment of substantial consultative and co-ordinating machinery. In the Sudan and elsewhere national councils for adult education have been made responsible for formulating policies and directives for the development of adult education, particularly literacy education. Many countries now have one or more boards, councils or similar bodies to ensure some co-ordination or harmonization of adult-education activities. National adult-education associations have also been established in many countries. Sometimes they

carry out functions similar to those of boards and councils, but more frequently their main purpose is the professional development of their members by exchanges of ideas and information and the organization of training activities. Training institutions for various categories of adult-education personnel, often also engaging in research and other activities related to the professional development of adult education, have also grown significantly in number. Sometimes they are distinct institutions, but more often they constitute a department of a university, the advantage of which is that it facilitates interdisciplinary work.

42. Adult-education activities have been developed in a very wide range of institutions established for that purpose and in various educational contexts. Adult-education institutes have been established for the promotion, organization and direct provision of basic education for adults. In some countries, Mexico being one, such institutes offer adults who have been unable to attend school, or unable to complete their schooling, an opportunity to receive full primary and secondary education. In several countries adult education tends to be organized along the lines of school education, and the education provided is recognized by the awarding of official certificates that are comparable with and sometimes actually equivalent to those for formal education. In some countries open universities or people's universities have been established in order to provide higher education for adults whose work prevents them from attending courses at conventional universities. Several countries, such as Egypt, have established 'multi-purpose adult education centres' to 'help workers to develop vocationally, culturally and socially and enable them to face and raise their standard of living'. Kenya reports the establishment of six multi-purpose development centres offering residential courses on rural development for leaders at various levels, including elected councillors, leaders of women's groups, chiefs, local government workers and trade-union leaders. The Government plans to develop such centres in each district in the country. In other countries schools have become educational centres not limited to the education of children but catering for many of the adult-education needs of the entire community. Tanzania has established 'People's Development Colleges' in each district of the country, providing residential courses for farmers and other people who are often graduates of literacy courses and other part-time adult-education courses. Not least, many industrial enterprises have built up impressive education and training services, functioning both at the place of work, in special enterprise-run institutions that are sometimes residential and by sending employees to recognized educational institutions inlcuding universities. Mention may also be made of the growth in specialized libraries and documentation centres, information and counselling services for present and potential adult learners, professional journals and periodicals devoted to adult education and institutions for distance education. A large proportion of the institutions of various types and of the facilities now in existence were established or made available in the years 1970 and 1980.

43. The same years saw the coming into being of the International Council for Adult Education, composed of sixty-three national organizations and eight regional bodies. The European Bureau of Adult Education, the Asian and South Pacific Bureau of Adult Education and the African Association for Literacy and Adult Education, which antedate the International Council for Adult Education, have all increased their activities and organizational strength in recent years.

44. The diversification of the target populations and of the objectives of adult education has been one of the major trends in adult education over the past ten years. Programmes are increasingly designed for underprivileged groups in rural, urban and suburban areas and take account of their specific needs. Women, young people in general and, in particular, those who are unemployed, migrants, refugees, ethnic and religious minorities, old people and the handicapped are always the priority target groups. Other target groups such as prisoners, conscripts or

reservists also receive special attention in certain countries. In the developing countries the principal objective is the eradication of illiteracy. The industrialized countries are more concerned with the initial and continuing vocational training of young people and adults, particularly the unemployed, and with utilization of the time made available for study by increasing longevity and earlier retirement.

45. Several countries are concerned with the problem of adult motivation in the different target groups and also, increasingly, with staff training, including teacher-educator training. Motivating people to learn - through better information about educational opportunities, better guidance, increased consultation between all concerned and 'action' whose great educational value is recognized in many countries - has become fundamentally important. Adult-education programmes have been extended to take in culture, and increased importance is being assigned to scientific subjects, critical interpretation of the messages transmitted by the media and the use of informative programmes of particular educational value.

46. In spite of these general trends, the organization of adult-education systems continues to be characterized by the variety of socio-professional agencies, institutions and organizations involved in different Member States as a result of the diversity of their political, economic, social and cultural situations and objectives. The diversity of structures for adult education can also be traced to the different levels and types of control exercised by the State and by non-governmental and private agencies.

47. Differences also exist at the regional and subregional levels, but a desire to develop co-operation between States on a broad and dynamic basis by employing various forms and methods may be observed everywhere. In this connection the establishment of regional bodies, associations and projects for co-operation and the strengthening of existing bodies are particularly significant.

48. Within the framework of Unesco, mention should be made, in this context, of the Major Project in the Field of Education in Latin America and the Caribbean and the Regional Programme for the Eradication of Illiteracy in Africa. Other examples that might be mentioned are the establishment of the Regional Council for Adult Education and Literacy in Africa (CREAA) and the African Association for Literacy and Adult Education (AALAE). Reference has also been made to examples of successful bilateral co-operation, as between the Netherlands and Costa Rica.

Concepts and objectives

49. While the Elsinore and Montreal conferences selected adult education in a changing world as their main theme, the Tokyo conference dealt particularly with the development of initial and continuing adult education in the context of lifelong education. This new conception of education considered as a lifelong process was asserted during the years following the Tokyo conference. Education is increasingly seen as including literacy and post-literacy work and teaching individuals and groups how to accept and control technical and technological changes throughout their working life. There was an increasing acceptance over the decade of the complementary nature of formal and non-formal education and of the need for them to be linked or integrated into an overall national education system.

50. In the Recommendation on the development of Adult Education the General Conference defined the term 'adult education' and assigned to it priority objectives. According to the Recommendation:

> the term 'adult education' denotes the entire body of organized educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in the twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development;
>
> adult education, however, must not be considered as an entity in itself: it is a subdivision and an integral part of a global scheme for lifelong education and learning;
>
> the term 'lifelong education and learning', for its part, denotes an overall scheme aimed both at restructuring the existing education system and at developing the entire educational potential outside the education system;
>
> in such a scheme men and women are the agents of their own education, through continual interaction between their thoughts and actions;
>
> education and learning, far from being limited to the period of attendance at school, should extend throughout life, include all skills and branches of knowledge, use all possible means and give the opportunity to all people for full development of the personality;
>
> the educational and learning processes in which children, young people and adults of all ages are involved in the course of their lives, in whatever form, should be considered as a whole.

The Recommendation lists the general objectives assigned to adult education and defines the population groups to which it should accord priority. The Member States are thus invited *inter alia* to:

> take measures with a view to promoting participation in adult-education and community-development programmes by members of the most underprivileged groups, whether rural or urban, settled or nomadic, and in particular illiterates, young people who have been unable to acquire an adequate standard of general education or a qualification, migrant workers and refugees, unemployed workers, members of ethnic minorities, persons suffering from a physical or mental handicap, persons experiencing difficulties of social adjustment and those serving prison sentences. In this context, Member States should associate themselves in the search for educational strategies designed to foster more equitable relations among social groups.

51. Most of the ideas expressed in the Recommendation on the Development of Adult Education were taken up and developed at international and regional conferences and meetings organized throughout the world since its adoption and in connection with specific activities to promote adult education conducted by and in Member States. Since the Tokyo conference, and especially since the adoption of the Recommendation on the Development of Adult Education, an ever-increasing number of Member States have turned their attention to the democratization of education, the search for optimal conditions and specific forms for linking the initial and continuing education of young people and adults in the context of lifelong education and for integrating school and out-of-school activities in an overall national education system, and ways of taking into consideration the particular needs of the most deprived groups.

52. In spite of the considerable efforts and sacrifices made by most developing countries during the 1970s and 1980s in order to eliminate the scourge of illiteracy, their targets are far from being attained, and the situation at the beginning of the 1980s continued to give concern. In the address he delivered at the presentation of the international literacy prizes on the eighteenth International Literacy Day, celebrated on 7 September 1984, the Director-General of Unesco stated:

> ... illiteracy is still one of the major preoccupations of our age. While the percentage of illiterates has dropped in many countries, their number continues to increase as a result of population growth. In 1980 Asia had 604.3 million illiterate adults aged fifteen and over, Africa 156.2 million, Latin America 44.3 million and Europe and North America 16.2 million.

Activities and campaigns undertaken to combat illiteracy therefore play an important part in adult education. The problem of illiteracy and the action to eradicate it will be dealt with at greater length in Chapter VI of this document.

53. The role and tasks of adult education, even in the developing countries, are far from being limited to a contribution to the eradication of illiteracy. They are broader and more complex. As the second Medium-Term Plan (4 XC/4, para. 2045) states:

> at a time of very rapid technological transformation and of changes in the means of production and conditions of employment, causing serious problems in many countries, adult education is being called upon to play an increasingly important role. It must provide facilities for updating theoretical and practical knowledge and for the acquisition of new skills that can help workers, particularly the unemployed, young people in search of a job and the underskilled, to undertake new kinds of work. The pace of scientific and technological progress and the speed of economic and social change in all societies calls for an effort to understand new phenomena, a constant process of updating, the development of knowledge and a general renewal of skills. This applies to all societies, regardless of their stage of development. Nevertheless, adult education is not limited to people's working lives.

General trends in the development of adult education

54. Reference was made earlier to the considerable development and diversification of adult education that have taken place since the Tokyo conference. This diversification is reflected in the rich and expanding terminology used to describe adult-education activities - including continuing education, vocational, professional, industrial, commercial and agricultural training, literacy courses, evening secondary schools, part-time degree courses, community education, women's education, youth education, education for senior citizens or the elderly, consumer education and activities relating to such aspects as health and nutrition education, peace education, environmental education, etc. The Recommendation for the Development of Adult Education, unanimously adopted by the Member States of Unesco at the Organization's General Conference held in Nairobi, 1976, takes cognizance of some of these developments, and the definition of adult education included in the Recommendation has not only been adopted by the Member States but has also found wide acceptance in professional adult-education circles all over the world.

55. The combined effect of the multitude of providers, contents and learning goals, methods and levels, on the one hand and of the richness, if not precision, of the terminology employed, on the other hand, is such that the question may well be asked whether it makes any sense to use such a generic term as 'adult education' to refer to all these activities. However, it would appear that there are several valid reasons for doing so.

56. First, an adult in a learner role brings to that role different characteristics from those of a child, or even a youth fresh out of school. Learning after having shouldered, or while shouldering, adult responsibilities at work, in the family and in the community brings an experience of life and a searching and questioning attitude that is common to most adult learners irrespective of subjects or levels of education. The knowledge of adult learning, or how adults learn, is steadily developing, although still inadequate, and the literature devoted to this discipline is growing. This knowledge is often conducive to the improvement of methods and pedagogical approaches as well as of organizational patterns in several branches of adult education. Secondly, a comprehensive view of the total field of adult education in all its vastness is needed in order to define general priorities and to achieve any planning, harmonization or deliberate interaction between the various subfields as well as for purposes of resource allocations. Thirdly, for any planned development of adult education it will not be sufficient to limit the attention to the teaching/learning process that takes place between the teacher and the learners. The design, production and distribution of teaching materials, the supply of premises, the training of personnel, organization and planning and many other services are equally important for its overall performance and the attainment of its goals. These supporting services do not, however, lend themselves to the same classifications by content, level, methods and organization as the teaching/learning process proper. Rather they constitute common services that in a flexible and adjustable way can serve several kinds of adult education. For both the qualitative improvement and the quantitative expansion of adult education these common services are of crucial importance. It therefore appears that a wide and comprehensive view of adult education is needed to consider the ways and means of achieving a rational and economic development of adult education.

57. The institution-building in adult education has been accompanied by a very considerable growth in communication between all the various institutions and agencies, both inside countries and between nations. Subsequent to the Tokyo conference Unesco has regularly published international adult-education directories listing national boards and councils, training and research institutions, information and documentation services and adult educational periodicals, and in many Member States national directories have been published, sometimes in co-operation with Unesco. The demand for these reference tools provides evidence of the interest in the sharing of ideas and experience, often cutting across traditional demarcation lines between disciplines and professions, manifested by people engaged in adult education on a full-time or a part-time basis.

58. It would appear that in spite of the very great diversity which is characteristic of adult education, a comprehensive view of adult education has found wide international acceptance. At the same time, while a certain specificity of adult education has been recognized, this education is less and less frequently considered in isolation but more as an integral part of the overall social provision for education. Out of eighty-three reports submitted to Unesco by Member States in preparation for the 39th session of the International Conference on Education (Geneva, 16-25 October 1984) seventy-five include specific mention of adult education, ranging from entire chapters to specific references in various contexts, which is a marked change in relation to previous years. Only eight countries appear to omit adult education entirely from their reports. This is an indication that adult education is increasingly seen in the context of lifelong education, as advocated by the Tokyo conference. In the sectors of school and higher education there is also a growing recognition that the education provided is not 'final' or 'terminal' but an initiation to learning throughout the life-span. As was said in one of the answers to Unesco's inquiry, it has become an important task of the schools 'to teach the pupils to educate themselves'.

59. The adoption of the lifelong education or learning approach thus appears to constitute an important step towards regarding active participation in educational activities as a normal aspect of adult life and not just as a temporary expedient. Many countries have by now taken this step and thus opened up the way for long-term qualitative and quantitative development of adult education, which, in various forms, is on the way to becoming a permanent social institution.

60. It has been previously stressed that literacy work continues to form a central component in adult-education activities, especially in the developing countries. There is, however, an increasing awareness in all regions that literacy education should be seen in the context of democratization of education and the perspective of lifelong education. Efforts are being made in many countries to articulate mass-literacy activities for adults with the provision of universal primary education to young children with a view to eradicating illiteracy. Most regions of the world now have, or will in future have, co-operation programmes based on an overall approach linking formal and non-formal education and combined action programmes for the universalization of primary education and of mass-literacy education for illiterate young people and adults, with a view to eradicating illiteracy by the year 2000. This outlook will necessarily have a major impact.

61. In view of the trends that have emerged in the field of adult education particularly since the Tokyo conference, reflecting its development and diversification, the alteration or widening of its objectives and the increasing number of bodies and officials responsible for its planning and organization or helping to provide it, the Conference will undoubtedly wish to examine certain questions the impact of which might be looked at in greater depth under the various agenda items in particular:

> Which of the trends that have become apparent since the Tokyo conference appear likely to continue or develop in the course of the next decade?
>
> What favourable factors and what obstacles to the development of adult education are likely to appear during the next decade?
>
> What means appear appropriate to strengthen the former and overcome the latter?
>
> What consequences are inherent in the increasing number of tasks assigned to adult education for the training of the staff responsible for its provision and utilization of the support that could be provided by representatives of different social and professional groups?
>
> What are the effects of the development of literacy programmes designed in accordance with the overall approach and in the context of lifelong education:
>
> (a) For adult-education activities as a whole?
>
> (b) For the education system as a whole, particularly in the area of planning?
>
> What may be the new effects on adult education of economic and social changes and the rapid progress of science and technology with which these changes are linked?

CHAPTER II

(Item 7 of the provisional agenda)

Adult education, democratization of education and lifelong education

62. Adult education broadens and increases the opportunities for education, particularly for those without formal schooling or who left school prematurely. It offers fresh opportunities for the continuation of general or vocational education, thereby contributing to the development of the personality and enabling the new needs of society to be met. Adult education is therefore clearly an important factor in democratization and a unique way of ensuring full enjoyment of the right to education.

63. At the same time, as adult education caters for age-groups which are not those which receive traditional school and university education, it is a sine qua non of lifelong education. In this connection, it has already been emphasized that the democratization of education and lifelong education are now inseparable and merge to a large extent within a continuous process of education for all, without distinction, starting with initial education and continuing throughout life. It is therefore difficult to distinguish in practice between the contribution of adult education to the democratization of education and its contribution to the establishment of lifelong education, and references in this chapter to either contribution are generally to be understood as applying to both democratization and progress towards lifelong education.

64. In the previous chapter, consideration of the trends observed in adult education over the past few decades, and particularly over the past ten or twelve years, showed how many and how increasingly varied were the functions of adult education. The contribution that adult education makes to the democratization of education continues to provide a response to the two indissociable concerns which were central to the first activities undertaken in this field. These are that it should offer adults the means of extending their knowledge and developing their aptitudes and that it should help to remedy the most glaring inequalities and disparities existing in education, particularly to the disadvantage of various groups that, for different reasons, have not received an adequate initial education. This function is still essential in a number of Member States. Denmark, for instance, pointing out that this role is being eclipsed by new ones, observes that the traditional function of education is 'to offer "a second chance" to adults with an insufficient basic education'. In the Seychelles, the role of adult education is 'to provide initial education for men and women and young people no longer of school age who have not attended school'. In Finland, Hungary and Turkey, adult education is intended primarily for those who have benefited least from education. In China, its purpose is 'to popularize cultural knowledge'. In USSR, 'following the period of transition from capitalism to socialism, the main aim was to raise the intellectual level of all the people and the members of all social groups, to ensure the same standard of education throughout all the republics and regions of our multinational country and to bridge the gap then existing between men and women in regard to elementary education'.

65. Adult education therefore has a function, essential for democratization, of bringing education within reach of those with no education and this explains why, with due regard for all the different situations that exist, it has always given special attention to the needs of groups that, for a variety of reasons, have encountered obstacles in the exercise of the right to education. Such groups may consist of very large sectors of the population like women, or those living in

particular areas such as rural areas. They may also be groups that are disadvantaged for a great variety of reasons - educational, socio-economic, cultural or geographic - or because of certain individual handicaps. What they all have in common is that they call for a special effort as regards the allocation of available financial, human and material resources, and need certain specific measures to be taken.

66. The interest taken in these groups, dictated by a concern for fairness, has led the authorities to fix a number of priorities, with due regard for the limited resources at their disposal which frequently force them to make choices. Thus in the developing countries in general, the main function of adult education is literacy training. As illiteracy often goes hand in hand with poverty and affects disadvantaged groups, illiterates are the main target group. India's reply to the Unesco inquiry states that adult education is 'mostly meant for illiterates and deprived people living in rural areas and urban slums'. Sudan assigns priority to young illiterates between the ages of 9 and 24. In fact, in more that 60 per cent of the replies to the inquiry, illiterates are regarded as the priority group for adult education, the level of priority depending on the age of the main target group. In India it is the 15 to 35 age-group, and in some Arab States the 15 to 45 age-group. Uganda devotes special attention to illiterates in outlying urban areas, and a number of countries consider illiterate women to be deserving of priority in literacy work. Some industrialized countries like Sweden and the Federal Republic of Germany regard illiterates as a priority group.

67. A number of countries also assign priority to post-literacy teaching. One of these is Nicaragua where, within the context of a mass literacy campaign, the newly literate themselves organize the post-literacy campaigns intended for them. In some Arab States, what has been recently learned thanks to literacy instruction is consolidated through vocational training programmes or programmes equivalent to four years' primary education ('Complementary schools' in Sudan and 'Popular schools' in Iraq). The concern here is both to guard against all too frequent relapses into illiteracy and to make literacy training, as in Haiti, the first stage in a process of lifelong education.

68. Women are regarded as a priority group in their own right in nearly every country, but also as deserving of priority within other priority groups. This is in the interests of equity but it also takes into account the fact that what is done for women has a multiplier effect as a result of their educational and family role. In Morocco, the Ministry of Youth and Sport has organized programmes for country women, and special schools have been opened for them in the Dominican Republic. The criteria for admission to secondary-level evening classes are eased for mothers in Bulgaria, and in France women who are the family breadwinner receive priority for vocational training. In Denmark and the United States of America, women have a particular important place in adult education. In many countries, the main purpose of adult education courses for women is to offer them opportunities and types of education that will help them to achieve full equality with men in the various aspects of life in society, in accordance with their own expressed desires.

69. Although there is no universally accepted definition of the 'young adult' group, it is considered in most cases to be made up of young people who have left school and who have no job or are under-employed, and it is a group which seems to be receiving increasing attention in a large number of countries. Honduras gives priority to 'the young sections of the marginal population, in accordance with development projects'. In Denmark, the 'Youth schools' are a feature of the existing system. In France, 'the policy of training young people so that they can be integrated into the socio-economic system is one of the government's top priorities'.

70. The elderly persons' or senior citizens' group is another one that seems to be receiving greater attention. This is due to the fact that the population aged sixty and over will soon number 600 million, representing an increase of more than 70 per cent since 1975, and will account for 10 per cent of the total world population, with more than two-thirds of them living in the developing countries. Those in this group, whether retired or still employed, have particular interests and needs where learning is concerned and, in many countries, create a demand for education which the adult education authorities are endeavouring to meet in a variety of ways. About one-third of institutions of higher education in the United States, for instance, arrange courses for them. In France there are a number of senior citizens' universities. In Israel, the Everyman's University fulfils the same purpose. In various countries, employers encourage the organization of courses in preparation for retirement, and courses exist that prepare the elderly for a socially useful voluntary activity, leisure pursuits or an educational role that aims to restore the educational function that they traditionally had in a large number of societies.

71. Other groups are in many cases considered to have priority, and the following are only some of them. The poor in rural and urban areas whose needs were highlighted at the conference organized by the International Council for Adult Education and 'Peuple et culture' on the topic 'The contribution of adult education to the achievement of true development' (Paris, 1982) have been receiving special attention in many countries. Adult education courses are provided for people who have become unemployed as a result of structural changes in employment. People suffering from physical and mental handicaps are considered to be a priority group in a very large number of Member States, where adult education is provided for them to help them to fit into society and find work. For some ethnic minorities, there are adult education courses which aim to contribute both to their integration into the national community and to the preservation of their cultural identity. Migrants, for whom special adult education courses are designed, receive particular attention in many countries. Special activities are organized in particular for migrant workers and their families to help them to preserve their cultural identity and to prepare those who are planning to return home to readapt more easily. A large number of adult education programmes have been launched for refugees, who number several million in the African continent alone.

72. There are various criteria and considerations for determining the groups to which priority is given in adult education, or target groups, the terms 'priority group' and 'target group' often being used interchangeably or alternatively. Thus, in India, preference may be given to the groups most likely to benefit from literacy training or to those among the poor who, being in a relatively less disadvantaged situation, may most effectively turn government assistance to account. The United Kingdom, in its reply to the Unesco inquiry, states that 'in the present economic circumstances, priority has had to be given to those areas which are likely to produce immediate benefits to the economy'. The priorities decided on for widening access to education through adult education are not based on arbitrary preferences or on any preconceived ideas but are determined by relative degrees of urgency at a particular time, by the volume of resources available, or by needs forcefully expressed by the groups concerned or recognized to be of definite importance for society. It was noted earlier that in the developing countries, wider access to education has usually taken the form of measures to eradicate illiteracy. In the industrialized countries, however, where primary and, in many cases, secondary education is now universal, access to education, as is observed by Denmark in its reply, is increased by the fact that adult education serves as 'second-chance education'. This being so, wider access to adult education takes the form of extending opportunities to new age-groups and new socio-economic groups to meet an ever broader range of needs. The notion of priority then tends to be replaced by that of education for all, to which adult education makes a considerable contribution.

73. Adult education thus tends, depending on the situation, either to be slanted essentially towards certain priority groups, usually disadvantaged ones, or by being made available to an increasingly large number of groups, to be of relevance to the whole population. Adult education therefore contributes to the democratization of education by offering greater equality of access but it makes other contributions as well which are concerned more with equal opportunities for success.

74. When, in a particular country, universal school attendance is achieved with a sufficiently long period of schooling, and when the education provided for everyone reaches a satisfactory standard and degree of relevance, adult education tends to lose its function of providing initial education. Its chief function then becomes the promotion of lifelong education, as Denmark stated in its reply, through the provision of further general and vocational knowledge enabling it to meet the new needs of individuals and groups in a changing society. Such is the trend mentioned in the reply from Finland: 'The education that properly belongs to the period of childhood and youth will not be shifted on to adulthood and left to adult education. Instead, adult education will be developed from the life situation and needs of adults, taking into account the present situation and the reforms occurring in the basic comprehensive, the middle, and the higher levels of our educational system, and the existing deficiencies with their effects'. Adult education, by offering everyone, in the words of the reply from Hungary, an opportunity to acquire a general or vocational culture, has the function of helping everyone to develop their own personality and to fulfil their various social responsibilities more successfully. Spain in this connection refers in its reply to all-round human enrichment and to direct participation by people in their own training, the Ukrainian SSR mentions harmonious all-round development and Japan states that the objective of adult education is 'self-fulfilment and improved quality of life through ways and means adapted to individual needs'. Finland considers that one of the functions of adult education is to help solve the main social problems. In the United States, adults 'are looking to adult education as a means for the individual to solve immediate problems'. Such education provides 'functional pre-employment skills and competency-based instruction'.

75. As well as mentioning the function of adult education to provide initial education and vocational training, many replies naturally refer to its importance for the retraining of workers. Here, as a result of changes in working conditions, the employment situation and job requirements, its function is to prepare workers to meet the changes affecting the nature of the job they do or to prepare them to do a new job, and sometimes even to accept a complete change of occupation. Adult education, by performing these various functions and also by providing instruction in various civic, social and political responsibilities, makes a clear contribution to the democratization of education since it meets the individual's various needs and helps to prepare everyone more completely and more effectively for an active role in the life of a changing society.

76. A further prerequisite if adult education is to contribute effectively to the democratization of education is the existence of information and guidance services enabling adults to make full use of the educational opportunities provided for them. In addition, the question of motivation arises here, and this increases considerably when the adults themselves are involved as much as possible in the planning and organization of the educational activities intended for them. The European regional consultation in preparation for the Fourth International Conference on Adult Education, which took place in Hamburg in 1983, considered that 'motivation refers to providers and policy-makers as well as consumers of adult education and to organizations as well as individuals'. As most participation in adult education is entirely voluntary, the motivation of the individual learner, and the group of learners, is found to be particularly important at all stages of the educational process from the decision to enrol to the completion of the course,

and even for the change to further courses. Therefore, thorough knowledge of the needs, background, ambitions and problems of adult learners is a prerequisite for making the educational process significant and relevant to them. This applies to the design of educational programmes, curriculum development, the preparation of teaching materials, recruitment and training of personnel, and to the teaching process itself.

77. The reply from the USSR brings out another requirement, noting that an unhappy past experience in education is an obstacle to the attendance of young people at evening classes in that it creates, as it has in that country, a prejudice against education. Adult education is therefore faced with the challenge of overcoming this obstacle by suitable methods and by securing the active participation of students in the planning and organization of courses.

78. In addition, a large number of replies state that a variety of not only educational but also social and financial measures must be taken at the same time to help adults overcome the obstacles preventing them from benefiting from the courses provided. These measures may include, in addition to free education, various advantages in kind and sometimes tax exemptions. The Meeting of Experts to consider ways and means of taking the workers' interests into consideration when formulating and implementing adult education policies, organized by Unesco in Paris in 1983, also stressed the importance of instruments providing for paid study leave, in accordance with the provisions of the International Labour Organisation's Convention No. 140. The Recommendation on the development of adult education, adopted by the General Conference in 1976, advocates in this connection that measures should be taken 'to promote the granting of educational leave during working time, without loss of remuneration or subject to the payment of compensatory remuneration and payments for the purpose of offsetting the cost of the education received...'. In some countries, such as France and the Federal Republic of Germany, national legislation makes provision for such educational leave and specifies the employers' contribution to the financing of vocational training or retraining. Collective conventions and professional agreements concluded between employers and trade unions also contain provisions of this kind (e.g. Federal Republic of Germany, USSR).

79. Furthermore, it is clear from many replies that if adults are to be encouraged to take courses of education and, if adult education is to play a greater role in the democratization of education as a whole, there are two obstacles which must be overcome. One is the fact that there are frequently no certificates to be gained for successful completion of a course of adult education. The second is that, where certificates are awarded, they carry little weight when it comes to further studies or finding a job. In fact, adult education has little prestige attaching to it, and this is sometimes the opinion of those actually concerned. The situation in this respect is somewhat complex and varies from country to country. In India, no certificate is awarded for adult education and adults have to make a further effort to enter the formal system. The situation is similar in Ireland for those who have followed literacy courses. In Honduras, the certificate for crash courses of primary education is legally recognized for entry to secondary education, but certificates of attendance at literacy and post-literacy courses are not recognized. In Haiti, studies in adult education are recognized but do not give access to formal education. In Spain, on the other hand, students who have attended evening classes may be admitted to university. China's reply to the Unesco inquiry states that if adults in employment have received higher education and taken their examinations, 'their studies should be recognized and their treatment in salary should be equal to that of graduates with equivalent education from ordinary full-time institutions'. In the Ukrainian Soviet Socialist Republic, one in every three persons completing secondary education during the period 1977-1981 did so by way of evening classes or correspondence courses, and all certificates awarded in

adult education (secondary, higher or technical and vocational) are officially recognized throughout the USSR. In Hungary, certificates from schools and institutions of higher education obtained at evening classes or by correspondence are equal in value to those awarded in day schools. Adult education has its final examinations which are sometimes accepted by particular branches of industry or for certain studies or institutions, but there are other examinations that have no real value. It is very important for the motivation of adults and their full participation in the courses offered that the prejudice sometimes felt against courses because they were in many cases originally designed for disadvantaged groups, should be rooted out. Such courses should enjoy the same social prestige as formal education and the certificates or diplomas to which they lead should receive equal recognition with those of formal education, both for further study and for finding employment. This is one of the pre-conditions for the establishment of lifelong education, which requires easier transition from periods of employment to periods of study, and vice versa, and the greatest possible interaction between formal and non-formal education.

80. A large number of replies in any case state that there is increasingly frequent interaction between adult education and formal education. The reply from Finland, mentioned above, states that adult education is being developed with due regard for the present situation and reforms in formal education. Finland's reply states that 'the school sector is disposed to apply adult education ideas which have proved valid in adult education'. The reply from the Federal Republic of Germany contains the observation that 'experiences in the much more flexible field of adult education have influenced educational development not only in higher education but also in the formal school system, in particular in the final year of the grammar school. The opportunities for attaining school-leaving qualifications in the Folk High School are further evidence of the impact of adult education principles'. This greater interaction is clearly a notable contribution to the democratization of education because adult education, by its very nature, seeks to increase opportunities for access and success. It is clearly also a contribution to the effective introduction of lifelong education whose objectives are largely based on experience in adult education, both kinds of education forming part of a continuous educational process which cannot be confined either to an initial learning period or to formal learning in school. Both seek to provide a great variety of opportunities for learning and their starting-point is the need to supplement the knowledge acquired in an initial stage because of changes in society and advances in knowledge.

81. Adult education has developed considerably over the past few decades, its curricula, activities and roles have become diversified and, as the replies to the Unesco inquiry show, it is now acknowledged to be an important and indeed essential part of a general education system, but does this mean that lifelong education has thereby become a widespread reality? Such a question can be answered only in relative terms. It is true that the development of adult education is consonant with the establishment of lifelong education and makes an essential contribution to it. None the less, it emerges over and over again from the replies to the inquiry that lifelong education in some countries is still a remote objective. Two replies give food for thought here. The one from the Federal Republic of Germany states that 'adult education has an increasingly important role to play in our society... in complementing the education system by providing lifelong education'. More explicitly still, Finland refers to the 'principle of lifelong education... that the education system should be developed as an integrated whole of which adult education is an essential component', adding 'it is noted, however, that contrary to this principle the implementation of the principle of lifelong education is often left to adult education alone'. This very clearly shows that, all too often, responsibility for establishing lifelong education rests wholly on adult education alone, whereas if it is to be effectively established, all aspects of the education system should be reviewed separately and together. This is particularly true in

view of the new fact that in the present-day world, adult education is a constituent and normal part of everyone's education, stage in the educational process and an aspect of the right to education.

82. Given the trends and problems referred to in this chapter, the participants may wish to consider the following questions inter alia:

What factors should be taken into consideration and what measures should be envisaged to increase the contribution of adult education to the democratization of education as a whole?

What measures should be taken to ensure that equality of opportunities for success goes hand in hand with broader access to adult education, made available to a growing number of increasingly varied groups? What measures - educational, legislative, administrative, social or financial - seem most suitable in this connection?

Since participation by the various groups concerned is an essential aspect of the democratization of education, what means are best suited to promoting it where the design and implementation of adult education programmes are concerned?

What measures might be envisaged to link adult education more effectively to other forms of education in the context of lifelong education?

What are the most significant effects of the development of adult education on the other parts of the education system from the point of view of their democratization and renewal along the lines of lifelong education? What measures might be recommended to foster such a development?

CHAPTER III

(Item 8 of the provisional agenda)

Adult education and active participation in economic, social and cultural life and in the solution of some of the major problems of the contemporary world

83. The principle of participation lies at the very heart of adult education. Adult education activities originated and have developed to a large extent on the initiative of those personally involved and in response to actual needs, and adult education associations have played a growing role in the formulation and implementation of programmes. Participation in adult education activities is, virtually everywhere, a matter of free choice for those concerned: as a rule, these activities have been carried out using active methods, have placed great emphasis on free discussion and team work and have shown respect for the experience and sense of responsibility of the adults concerned.

84. In the context of lifelong education, one of the essential functions of adult education is generally recognized to be that of supplementing or updating the knowledge acquired in the initial phase of education or training, so as to keep learners abreast of advances in knowledge, the impact of new and more complex technologies on personal and professional life, the unprecedented development of the media and the emergence of new problems to which solutions must be found. Moreover, it is worth emphasizing that adult education corresponding to the primary level must also set itself these objectives.

85. Adult education can thus be regarded as undoubtedly one of the forms of education that trains its students most directly to play an active part in social life and social progress.

86. The problem raised in this chapter is closely linked with those broached in the other parts of the document; for example, trends in adult education, its place in lifelong education, its importance as a factor in the democratization of education, its methods and its organization. It therefore seemed unnecessary to use this chapter in order to discuss certain relevant questions that are dealt with more thoroughly elsewhere.

87. It is now universally recognized both that economic development is essentially dependent on the level of general and specialized knowledge available within a given country and that, in order to attain its true objectives, such development should be social and cultural as well as economic. Adult education, whose function is to compensate for inequalities in education and initial training, raise the level of knowledge throughout life and extend that knowledge to new domains, necessarily stands out as a key factor in development of this kind. This was the function assigned to it by the Recommendation on the Development of Adult Education, which defined adult education as the entire body of organized educational processes 'whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behaviour in the twofold perspective of full personal development and participation in balanced and independent social, economic and cultural development'. Many replies to the Unesco inquiry show that adult education strategies and programmes are frequently based on these objectives.

88. One of the main tasks assigned to adult education, particularly but not solely in the developing countries, is precisely that of enabling those whom one of the participants at the Tokyo Conference called 'the forgotten people' - a notion that seems subsequently to have had a considerable impact - to participate in the development effort. The emphasis placed by a growing number of Member States, particularly since the Tokyo Conference, on the needs of girls and women and the needs of underprivileged groups - such as young adults who have left school prematurely, adults living in rural areas or run-down urban areas, the unemployed, adults belonging to isolated nomadic populations or to ethnic minorities that have not enjoyed equal educational opportunities, and disabled persons - reflects not only a concern for equity, which is the primary motive behind the efforts made on their behalf, but also an awareness of the contribution that all concerned can make to the functioning of society and to development, which should enlist the help of all and be of benefit to all.

89. The campaign against illiteracy is the clearest example of an activity undertaken out of concern for equity but which can be seen at the same time as one of the prerequisites of the full mobilization of potential energies and abilities that can contribute to the development of a national community. In the case of many literacy and post-literacy programmes, the acquisition of basic skills - reading, writing and arithmetic - is not only considered, with lifelong education in mind, to be part of a process of intellectual development and a subsequent gateway to wider knowledge, but is associated with other objectives, such as providing a basis for improving technical and professional skills, training people to solve the problems of everyday life, helping to raise living standards and generating awareness. This fact is reflected in the definition of literacy formulated by the Lusaka technical meeting organized by Unesco and the African Adult Education Association (AAEA) in 1981, which identified three types of literacy: 'basic literacy'; 'functional literacy, which relates literacy to people's daily activities and experiences and the ability to put into practice what they have learnt'; and 'work-oriented literacy, where the literacy component is tied to the training for one skill or another'. By the same token, literacy and adult education work in Ecuador includes among its objectives:

'(a) ensuring that illiterates not only learn the techniques of reading, writing and mathematics, but also receive a broader training that will enable them to participate in the economic, social, political and cultural life of the country;

(b) seeing to it that the newly literate are able to participate in a thoughtful, aware and active manner in the process of strengthening the democratic way of life in society'.

90. Haiti's reply emphasizes that 'literacy training is a way of helping the socially excluded to become aware of their situation, with a view to their participation in the development process under way in the country'. The trends observed highlight the various ways in which adult education, from the literacy teaching phase onwards, can contribute to the progress of society, not only through cognitive advances but also by developing the individual's capacity to understand his or her social situation and to improve it. A number of replies from the industrialized countries as well as from the developing countries show that they, too, see adult education as a whole as having a multiplicity of objectives geared to promoting the functioning of society, improving the daily lives of its members and contributing to development.

91. Rwanda, for example, stresses the role of adult education in improving living conditions with particular reference to health, hygiene, nutrition, increased production, more accessible water supplies, modernization of the rural environment, reafforestation and the establishment of community infrastructures. Kenya

and Burkina Faso see adult education as having similar objectives. Various replies mention a number of types of community activities undertaken in the context of adult education, such as the establishment of co-operatives and agricultural funds. Kenya emphasizes the contribution of adult education to better health, nutrition and housing, and Burkina Faso stresses the role of adult education in improving sanitary conditions and promoting soil conservation. China also assigns to adult education an important role in improving standards of hygiene. Many countries refer to various ways in which adult education helps to improve living conditions, one of these being family education.

92. The USSR emphasizes in its reply that adult education, by playing a part in raising the educational attainments of workers, helps to create an 'educational stock' in anticipation of economic growth, technological progress and the development of social relations. In its reply to the questionnaire, Bulgaria observes that modern production methods call for higher intellectual standards, which adult education can help to ensure. The Socialist Republic of Viet Nam also refers to the role of adult education in raising intellectual standards.

93. Many replies place strong emphasis on the role of adult education with regard to vocational training, refresher courses and professional mobility. In Australia, for instance, 'in response to growing unemployment among school-leavers and in response to technological changes, pre-vocational programmes have been developed and attention has been devoted to the problem of skill development at the trade and technical levels'. This country, which points out that some 4 per cent of its adult population are functional illiterates and that only 0.1 per cent are taking part in literacy programmes, underlines the need to develop functional literacy, primarily in technical and technological fields. Other industrialized countries are similarly preoccupied. In the United Kingdom, 'the main thrust has been in connection with education and training for employment'. One of the developments in this area has been the 'PICKUP' programme, designed by the Department of Education and Science to 'enable employees to adapt to changing employment conditions by updating skills and learning new ones'. This takes a variety of forms, ranging from 'updating a qualified professional in the latest developments in his specialized field to improving literacy, numeracy and developing communication skills'. The Federal Republic of Germany points out that 'in a period of high unemployment and increased leisure time, people are turning to adult education to improve their professional qualifications and use their free time constructively'. In Finland, one of the main objectives of adult education is to 'help maintain and develop the knowledge, skills and attitudes needed to keep up with the changing demands of working life' and to make vocational mobility possible. In the German Democratic Republic, adult education curricula focus on such areas as preparing for new technology, new working methods and systematic qualification and rationalization measures 'to ensure that all working people are able to meet the qualitative new and higher demands of the working process'. Both Ireland and India consider one of the major tasks of adult education to be that of 'upgrading skills'. Kenya believes that it has the duty to 'make workers better skilled', the Republic of Korea attributes to it a role of industrial and vocational technological training; Japan looks to it for 'the development of practical knowledge and skills used in professional life'. Burkina Faso links the technical training role of adult education with that of management training. In China, managerial training is provided in two- or three-year courses at the universities, and remedial training is available for young workers. In Barbados, adult education contributes to training and refresher training for middle management; in the Socialist Republic of Viet Nam, adult education does the same on a large scale. Barbados expects adult education to help reduce unemployment. The German Democratic Republic believes that adult education has a key contribution to make in increasing the production capacity of the national economy. In the USSR, the development of adult education is regarded as 'a necessary condition for socio-economic development'.

94. A number of replies show that in the contribution it makes, both to the raising of the general level of education and to the improvement in technical and vocational training and refresher training, adult education is expected to give considerable prominence to the teaching of science and technology, which constitutes an essential part of all modern knowledge; this should take the form both of courses organized by educational institutions, often at the higher level, and of scientific popularization activities. Adult education thus provides some of the essential equipment for daily life, at a time when the latter is being transformed in all respects by scientific progress and technological innovations, and the basic concepts for a scientific view of the world, which is still sadly lacking in many adults, particularly in countries where children have not had the benefit of adequate schooling in science subjects. Such a scientific outlook seems essential, particularly in order to contribute to the changes in behaviour which a number of Member States seem to expect of adult education: the Republic of Korea and China, for example, which both in this respect deem it necessary to 'get rid of superstitions'. However, it appears that, despite the efforts made in this direction in a number of Member States, science and technology education, in the twin forms of systematic education and popularization, should be given more prominence in adult education programmes and activities.

95. However, the very attention attracted by technical and technological change (although this is far from being excessive, in view of the scale of the problem) and the predominance of activities aimed at further training for vocational reasons, as underlined by the United Kingdom, seem to have given rise to a fairly widespread fear in adult education circles that this sort of preoccupation may undermine activities oriented towards the promotion of cultural development, artistic appreciation and creation, and broader receptiveness to aesthetic and ethical values. The activities undertaken in this field, which were originally intended primarily to satisfy individual aspirations and interest, seem increasingly, while retaining the same ultimate objective, to be based on the view that culture, like science, is one of the components of modern humanism, and that cultural development is one of the aspects of harmonious global development. The truth of the matter is that, from the outset, adult education has been deeply and spontaneously rooted in national or local culture, and has often attached great importance to the various manifestations of local folklore. Unlike scholastic education, which in many formerly colonized developing countries is still under the influence of foreign cultural models, adult education is firmly ensconced in national and popular culture. However, a new factor may be that the inclusion of cultural activities in adult education is now in many cases emerging as a contribution to endogenous development, and this is what many young States are endeavouring to promote.

96. In the report of the technical meeting held in Lomé in 1981 by the CREAA and the Government of Togo with the support of Unesco, it was observed that the use of national languages in adult education and the turning to account of some aspects of oral tradition, including traditional means of communication, were signs that programmes were geared to national circumstances. Some participants at the technical meeting of Lusaka jointly organized in 1982 by Unesco and the African Adult Education Association (AAEA) stressed the importance of using the mother tongue in literacy training, and at the same time recommended that, in order to take particular national situations into account, each country should adopt a language policy on literacy teaching. The report on consultations in the Arab region concerning adult education, drawn up by Unesco in 1983 in the context of preparations for the conference, recalls that Arab States have a common language for this purpose which is the main language of instruction throughout the region, whereas the language of a minority, when it has a written form, may be used in certain countries for literacy teaching and adult education, as in the case of Kurdish in Iraq.

97. This report also underlines the relevance to adult education of museums, libraries and cultural centres which offer short courses on various aspects of culture. Japan assigns to adult education, on an equal footing with the objectives of further vocational training and the improvement of family life, the role of contributing 'to the betterment of general culture and aesthetic and moral sentiments of adults'. Burkina Faso includes among the activities of adult education the transcription of tales, proverbs and traditional African medical remedies. Rwanda, in its reply to the survey, places high on the list of objectives of adult education 'the good management and better appreciation of the wealth of the national heritage'. It would seem that, in many countries, the reinstatement of the cultural heritage and the use of mother tongues and national languages is coupled with a determination to steer the development process on a course of endogenous development and to promote a sense of national identity. Ecuador links the two concepts of promotion of intercultural dialogue and reinforcement of national identity. A number of Member States - Cyprus, Ecuador, the Federal Republic of Germany and Israel - consider for various reasons that adult education is conducive to integration by making it possible, for instance, to narrow the educational and cultural gap between different groups, and to help refugees become part of society, or by favouring intercultural communication. Other Member States expect adult education to help solve social problems in general and stress its role as a preparation for life in society and for the exercising of civic responsibilities. Nicaragua hopes that adult education will bring about 'a growth of national awareness, so that the majority of the population, socially deprived in the past, can become freely and effectively involved in the democratization of the country and play an active part in national development and reconstruction'. The Maldives indicate as an objective for the community education programme and for adult education: 'to increase awareness of relationship between people and their physical, social and cultural environment and to encourage new forms of behaviour among adults to help them play an active and creative part in the development and transformation of their society'. In Kenya, adult education is considered as contributing to development by 'creating an awareness among the people regarding the laws and government policies'. In Uganda, non-formal education is aimed at helping citizens 'to understand the social and political problems facing the country and learn the skills to solve them'. In Mexico, emphasis is placed on the role of adult education in fostering national awareness and developing a community spirit. Japan states as one of its objectives 'the development of people's awareness of citizenship and of social solidarity'. Certain Member States - the German Democratic Republic, Hungary and the Socialist Republic of Viet Nam - include political education or training in adult education. Here again, adult education sets out not only to impart knowledge but at the same time to change attitudes, often by involving participants in activities of social interest where ethical aspects, a feeling of national unity, and awareness of and interest in the community, the nation and development objectives, are all closely bound up together.

98. Finally, it becomes apparent that in a large number of countries, over the past few decades, adult education has turned its attention increasingly to some of the major problems of humankind referred to in paragraph 18 of the Recommendation concerning Education for International Understanding, Co-operation and Peace and Education relating to Human Rights and Fundamental Freedoms, adopted by the General Conference in 1974. The Recommendation reads as follows regarding the study of these problems:

> 'Education should be directed both towards the eradication of conditions which perpetuate and aggravate major problems affecting human survival and well-being - inequality, injustice, international relations based on the use of force - and towards measures of international co-operation likely to help solve them. Education which in this respect must necessarily be of an interdisciplinary nature should relate to such problems as:

(a) equality of rights of peoples, and the right of peoples to self-determination;

(b) the maintenance of peace; different types of war and their causes and effects; disarmament; the inadmissibility of using science and technology for warlike purposes and their use for the purposes of peace and progress; the nature and effect of economic, cultural and political relations between countries and the importance of international law for these relations, particularly for the maintenance of peace;

(c) action to ensure the exercise and observance of human rights, including those of refugees; racialism and its eradication; the fight against discrimination in its various forms;

(d) economic growth and social development and their relation to social justice; colonialism and decolonization; ways and means of assisting developing countries; the struggle against illiteracy; the campaign against disease and famine; the fight for a better quality of life and the highest attainable standard of health; population growth and related questions;

(e) the use, management and conservation of natural resources, pollution of the environment;

(f) preservation of the cultural heritage of mankind;

(g) the role and methods of action of the United Nations system in efforts to solve such problems and possibilities for strengthening and furthering its action'.

99. Many replies, some of which have already been quoted, show that in an increasing number of countries, at least some of these problems are subjects on the adult education syllabus.

100. The great merit of these activities is that they build up practical awareness of the vital importance of these problems in both individuals and communities, and, by creating a sense of responsibility concerning them, lead to changes in behaviour, where these seem necessary, and to active participation in the quest for solutions. This is particularly true, according to the replies to the Unesco survey, where the rational use of resources is concerned, such as water and energy, soil conservation, action to combat erosion, or reafforestation. Many activities undertaken, particularly, it would appear, in developing countries, as part of community programmes, are perfectly on target in respect of paragraph 18, subsection (e) of the above-mentioned Recommendation. They are also well in line with the recommendations of the Intergovernmental Conference on Environmental Education organized by Unesco in co-operation with UNEP in Tbilisi (USSR) in 1977. Such activities, based on the pooling of individual efforts in a collective endeavour, also have the natural result of giving adults an initial insight into the international aspects of the problem.

101. Furthermore, it emerges that, by familiarizing adults with recent scientific advances and technological innovations, the many adult education programmes and activities, and more particularly those with technical and vocational training or further training goals, increase adults' awareness of their own impact on society, an impact which is strong enough to warrant reflection on their part. It would appear that in many adult education contexts - this became clear, for example, during the work of the Conference on the theme 'For real development: the role of

adult education' organized in Paris in 1982 by the International Council for Adult Education and 'Peuple et Culture' - attention is being directed to the social effects of new technologies, the conditions governing mastery of these, the limitations to be placed on their use and the precautions to be observed when transferring them to other countries at a different stage of development.

102. No problem is more important for the world than that of peace, and the Approved Second Medium-Term Plan for 1984-1989 underlines the interactive links with human rights, international solidarity and development. A number of replies show that the problem of maintaining peace - some of the main aspects of which are singled out in subsection (b) of paragraph 18 of the Recommendation concerning Education for International Understanding, Co-operation and Peace and Education relating to Human Rights and Fundamental Freedoms, is receiving increased attention from adults and adult education organizations. The subject was discussed at the above-mentioned Conference 'For real development: the role of adult education'. The International Year of Peace (1986) will provide an opportunity for all organizations and groups having responsibility in the field of adult education to develop their activities for peace. It is to be hoped that the Plan for the Development of Education for International Understanding, Co-operation and Peace which is to be submitted to the General Conference at its twenty-third session (1985), and which is expected to commence in 1986, will help give further impetus to adult education activities in this area.

103. Under item 8 of the provisional agenda for the Conference, participants will perhaps wish to examine the following questions, among others:

> Is sufficient prominence given in adult education activities and programmes to the encouragement of adults' active participation in economic, social and cultural life and in the solution of some of the major problems of the contemporary world? If not, which aspects of economic, social and cultural life and major present-day problems should be given greater attention in adult education?
>
> What measures would it be desirable to promote with a view to: fostering awareness and strengthening motivations? improving cognitive content? the production of materials? better use of the possibilities offered by the media? appealing to people's sense of responsibility and solidarity?
>
> What methods seem most appropriate on a local, national, regional and international scale to attain the targets set?
>
> Which social groups could perhaps be more closely involved in adult education in order to attain the set targets?

CHAPTER IV

(Item 9 a of the provisional agenda)

Methods, means and techniques, personnel and supporting services for adult education

Methods

104. The three previous chapters have shown the considerable and increasing extent to which adult education has been diversified over the past few decades, particularly as regards its objectives and the functions assigned to it, its target groups and, consequently, the subjects it covers. It is therefore not surprising that the replies to the Unesco inquiry and the various reports communicated by Member States or prepared on the occasion of consultations should reveal a variety of methods and techniques in adult education corresponding to the variety of needs and situations. The methods, in particular, reveal most clearly the two main features of adult education, viz. its innovative character and its flexibility. Flexibility is essential for the presentation of a great variety of subject-matter covering the entire range of basic knowledge and general culture, vocational education and training, arts education, civic education and social questions, and is essential in order to satisfy the expectations of many different age-groups and socio-economic groups, whether or not they are able to follow their courses in the same place.

105. The considerable differences in the basic educational level of the people receiving education as adults also, not surprisingly, call for a very great variety of methods, presenting a challenge to the imagination of adult education authorities and staff. At one extreme of the scale astronauts, high level managers, medical specialists and others who have to be at the forefront of human knowledge are found in the role of adult learners. So much depends on the learners' successful mastery of new knowledge and skills that no effort or expense is spared in devising teaching programmes and applying the methods most likely to attain the teaching objectives. Simulation exercises and role-play, practice and testing, sometimes monitored by closed circuit television are among the methods brought into use. At the other end of such a scale the challenge is, with a minimum of resources, to meet the educational needs of people on the fringe of society who may lack either time, money, energy, or hope in any combination to regard their own education as much of a priority. Many people tend to stay away from systematic adult education organized for the general public because they are reluctant to expose their lack of knowledge or skills and fear their own inadequacy. Yet it is surprising how much response there has been from disadvantaged people to educational opportunities when designed to meet their needs and when relevant to their particular aspirations and interests.

106. The report of one Member State, Ghana, prepared for the 39th session of the International Conference on Education, gives an idea of the broad range of methods used in a country with only limited resources for adult education: 'Public rallies, lectures, talks, discussions, symposia, one-day schools, seminars, demonstrations, cinema shows with running commentaries, village drama and radio programmes are the media often used in public education campaigns'. To this list should be added the contribution made to adult education by countless cultural and artistic activities and programmes, not to mention sports, which are organized by the institutions active in this field. There are also cultural activities specially organized for adults and sometimes leading to the opening of specific institutions like the centres for creative expression, referred to by Belgium in its report for the 39th session of the International Conference on Education. Museums and libraries

also take action, which may include the organization of exhibitions or mobile libraries, and educational activities are carried out by trade unions, youth movements and the various cultural and religious associations, etc.

107. The variety of adult education methods is further increased by the fact that the methods used in institutions of secondary or higher education which offer evening classes or correspondence courses for adults are often virtually identical to those used in the normal lessons for the pupils and students of those institutions, which is not the case with non-formal adult courses. Exchanges of experience, particularly meetings between teachers of adults, have intensified in the past few decades, and perhaps more especially in the past ten years, resulting in a better understanding from one country or one region to another, of the methods used. This has led to numerous attempts to adapt innovations made in particular contexts to the situations of other countries or groups. The spread and adaptation of innovation in adult education have consequently been an additional factor in the diversification of the methods used.

108. In adult education, the methods and means used range from the simplest and most traditional, some of which were referred to above, to the most modern and elaborate. For instance, the press has demonstrated its worth as an instrument for literacy and post-literacy education. Local newspapers have proved particularly effective, especially when they provide for two-way communication by publishing contributions from the readers. More needs to be done, however, to encourage adult learners to write and participate in the production and distribution of local and other publications, such as newsletters.

109. The development of the communication media, largely due to a variety of scientific and technological achievements, including transistors, micro-processors and satellites, has brought about considerable changes in the methods of adult education. It has brought the radio into common use, has led to a large increase in television coverage, and a whole range of more individualized media has also come into being. Radio and television are widely used in very many countries with very different education systems, such as Algeria, Belgium, Bolivia, China, Colombia, Cyprus, Japan, Mexico, Nigeria, Pakistan, Spain and the United Kingdom, to take only a few examples. They are used either in the places where adults assemble for the various educational activities organized for them or are used to reach a public prevented by distance or work from going to a place where adult education is provided for a particular group. This applies to distance teaching courses or 'open universities' like those in Belgium, China, Japan, Pakistan, Republic of Korea, Spain, United Kingdom and Venezuela. These courses are often linked with the organization of listening-in groups under the supervision of group leaders, the use of telephone consultations, correspondence courses and printed material and miscellaneous documents prepared for distance teaching as aids to teaching and evaluation or as educational guides. This emerges also from the replies from Egypt, Indonesia and the Philippines. It appears that the communication media alone cannot meet all the needs of education, particularly as regards the most systematic aspects of training and the transmission of knowledge, without the help of other educational methods and materials. The increased use of media may reduce the demands placed on the teacher or the group leader to provide a systematic exposition of a given subject. A substantial part of the teaching content may be prepared by interdisciplinary teams. However, it appears that most people feel a need to compare their impressions and test their knowledge and opinions in discussions with others. The media are therefore not likely to replace the personal contacts which are possible within a group of learners; moreover, the media may also have the effect of increasing the demands on the teacher not only to answer specific questions but to engage in dialogue and discussion with the learners.

110. The use of audio and video recordings has also increased, both for individual and for group purposes. The return of the Philippines to Unesco's inquiry notes in

this connection that 'the advent of the audio-cassette has added a new dimension to the use of the mass media for education activities. It offers the person using cassettes greater control over the time exposure to the message as well as the frequency of exposure. Like radio, it does not depend on a person's ability to read. Messages are taped and played back at will'. Audio and video-cassettes are also mentioned in the returns of Chile and Pakistan to Unesco's inquiry. With the advent of new information technologies (NIT), the number of television channels has increased tremendously in some countries. New two-way services are more and more frequently used. They include data transmission using the voice channel of the public telephone network, or facsimile for the transmission of all kinds of written, typescrips, diagrammatic or photographic information; or visual data access (videotex), a two-way interactive access to a wide range of data and information sources and computing services, using a domestic television receiver; or video conferencing services, which offer, with regard to education, fast access to centrally stored information (data banks) and computer facilities; group-to-group audio/visual communication without constraint as to distance; individual (e.g. home) to teacher or group audio/visual communication, or two-way basis. Generally, these technologies give the user access to an abundance of information sources undreamt of in the past. They allow individuals to choose information at will, without the constraints placed on mass audiences by time and location. New radio and television technology, particularly over cable, can provide a direct feedback channel so as to enable listeners or viewers to participate actively in the communication process.

111. More recently personal computers have, at least in come countries, been used sufficiently for educational purposes to demonstrate their potential.

112. Experience with multi-media programmes has been positive, but to be successful they require considerable planning and close co-operation between subject specialists, instructors, script-writers, programme producers, tutors and organizers. As capital expenditure may be considerable, it seems advisable to operate the programmes on a rather large scale if they are to be economical on a per capita base. Some countries, including Austria, therefore express an interest in finding forms of international co-operation to develop multi-media programmes, especially for the teaching of modern languages.

113. Varied as they are, the countless methods and techniques used in adult education share certain features: firstly, their flexibility, already noted, resulting from the effort to cater for the needs and characteristics of the groups concerned and from the actual variety of the methods and means employed, which enables the most suitable ones to be used in any given educational situation; secondly, the value placed on active participation by adults as a natural consequence of their maturity and experience, which leads to preference being given, whenever the nature of the subject-matter permits, to activity methods, free expression and discussion, as opposed to lectures. In a number of cases, adult education activities are intended to pave the way for self-instruction. A number of new communication technologies and computer applications, mentioned earlier, provide a valuable back-up for self-instruction which is one of the most striking illustrations of the active role that adults are required to play in their own education.

114. There is in fact a noticeable tendency not to regard adult learners simply as recipients of learning but as agents of their own education. A belief in the capacity of those being educated is one motive that has led many educators in recent years to call for learner participation in designing - as well as benefiting from - adult education. In some cases, the initial education curriculum has evolved from participatory discussion of needs with learners, showing that beneficiaries themselves can actively share in organizing and formulating education programmes. This general principle has been restated in terms of specific target groups.

According to certain organizers, literacy programmes are more successful when planned with the active participation of the people and communities concerned. Another recommendation heeded by a number of organizations is that programmes initiated by and for women should stem from the real needs of women. For these bodies, women must, therefore, be involved in planning, implementation and evaluation; and women participants must themselves control the programmes. Similarly, trade unionists have stressed that the content and methods of workers' education and training should lead to greater control of the workers over their own education.

115. The participative approach to adult education has further implications. In many countries some of the keenest and most highly motivated adult learners are also activly engaged in public affairs, in national or local politics, in trade unions, the co-operative movements, in women's movements or other movements working for social reform. Such people develop their participative skills and personal effectiveness by a close interrelationship between their learning and their social action. Often they are people who already possess considerable knowledge and experience. Frequently, they are better informed than the adult educators who teach them, and the role of the adult educator is less to convey educational contents than to help the learners acquire methods of intellectual work, distinguish facts from opinion, identify, sift and evaluate documentary and other evidence, and communicate their findings orally or in writing. There are many examples of such learners conducting research, and for example, the College Cooperatif, in Paris, has encouraged and helped several people to proceed to doctoral degrees even when they had no prior university education, and in some cases no secondary education.

116. It may be helpful, therefore, in the discussion of these problems, to work with a somewhat extended concept of methods and techniques in adult education. As the great majority of adult learners are part-time students who must somehow combine their learning activities with their work, their family responsibilities and the exercise of their civic rights and responsibilities, the teachers and organizers of adult education have to cope with many processes ancillary to teaching, such as providing information to the public concerned about courses and other educational opportunities, looking after the recruitment of learners and part-time teachers, establishing enrolment procedures and handling fees where applicable, obtaining the use of premises frequently belonging to other institutions, keeping records and statistics, providing teaching materials, both written and audio-visual, and sometimes handling library-books and equipment belonging to other institutions, making transport arrangements for students or part-time teachers, or arrangements for the care of children of the learners during courses. Even arranging to have lamps in places where there is no electricity may present problems which are well worth their attention.

117. Organizational matters relating to the actual environment in which teaching takes place may therefore call for as much attention as pedagogical ones, and their satisfactory solution is likely to contribute significantly to overall educational results. Students often participate actively in the organization of the courses, and there is a noticeable tendency also to involve the students in the identification of teaching objectives and in the choice of teaching methods.

118. The foregoing shows the variety of methods used, a variety that has increased considerably in the past few years because of the new communication technologies, and also shows their growing complexity. It appears, in particularly, that while educators may be assisted by a wider range of methods and means, they must, if they are to select the methods and techniques most suited to a particular educational situation, be highly qualified and thoroughly acquainted with the groups involved in adult education. Considerable attention has been devoted in many countries to educational methods, but far less is known about the learning process. It would no

doubt be worthwhile - and international and regional co-operation would be useful here, within the limits imposed by the specific characteristics of each situation - to use the experience gained in adult education programmes and literacy campaigns to identify more clearly the obstacles to learning encountered by adults and the methods that have been of most help in overcoming them. It would no doubt also be worthwhile to determine the respective value of the various methods not only from the point of view of educational criteria but also from that of the practical problems which arise in a given situation in connection with the organization of adult education.

Personnel

119. The question of the personnel responsible for adult education is clearly a very complex one. They have a variety of wortk to do and there are thus various types of personnel with a variety of backgrounds, training, conditions of service and status.

120. In some countries, adult education is largely provided by institutions of secondary or higher education, particularly in the form of evening classes or correspondence courses, for which the teachers of those institutions are chiefly responsible. They have in many cases been trained for that purpose, as is noted in the reply of the Ukrainian SSR. In most cases, adult education teachers and teachers in schools and universities apparently form two separate groups. The teachers of adults are responsible for evening classes, but with increasing frequency they are also responsible for day courses or activities at a great variety of levels, ranging from literacy instruction to a level comparable with that of higher education. The teachers themselves vary considerably as regards their standard of general knowledge and training. Full-time teachers in most cases represent only a proportion of the personnel with educational duties, who also include, in varying degrees, paid or unpaid part-time teachers. It is stated in the reply from the German Democratic Republic that 'alongside the 3,000 professional educators, there serve more than 60,000 teachers from outside the profession who work as engineers, economists or education specialists in other institutions of education'. China's reply states that adult educators are composed of 'full-time teachers as a backbone and a majority of part-time teachers'. In very many cases, the part-time services of teachers in institutions of education are used in adult education. This is particularly frequent in literacy campaigns. However, highly motivated volunteers are called on for these campaigns in many countries such as Nicaragua, where they account for a large proportion of the 25,000 'mass educators'. A large number of these had themselves only recently become literate and - a fairly common phenomenon in adult education - belonged to the same socio-economic groups as those to whom they were giving literacy instruction. In China, too, use is frequently made of volunteers: 'Those who know more should be teachers'... 'People teach each other'.

121. While many devoted and committed people volunteer their services without any financial rewards, most commonly part-time teaching of adults is paid for at levels ranging from honoraria, more or less of a token nature, to the very substantial sums of money sometimes paid to lecturers in prestigious management training courses and up-dating courses for medical practitioners and several other professional groups.

122. During campaigns of limited duration, for example those conducted in countries such as Ethiopia and Nicaragua, it has proved possible to mobilize sufficient volunteers on an unpaid basis, but particularly for systematic and regular work in adult education over a number of years, the common experience is that rewards sufficient to attract and retain competent people prove to be necessary, and make it easier for the adult education agencies and organizations to

place demands on the teachers with regard to regularity, punctuality, preparedness, etc., these qualities being in turn necessary to maintain the interest and regularity of the participants in courses.

123. Several countries, conscious of the need to secure regular and competent provision for adult education, have therefore taken steps to improve the status of the teachers of adults.

124. Very often, particularly in industrialized countries, there is a tendency towards some equivalence between conditions of service offered at various levels of the formal education system and the corresponding levels of adult education. This is noted by the German Democratic Republic in its reply: 'Normally speaking, teachers in adult education have the same status, the same working conditions and income and the same retirement pension as other teachers and specialists at comparable levels of education and receive similar training in the same institutions of higher education'. China, Spain and the Ukrainian SSR, to mention only them, gave similar replies in this connection.

125. Some of the replies to the Unesco inquiry reveal that in a growing number of countries, efforts are being made to provide systematic general and pedagogical training for teachers in an institutional framework, in the form of either pre-service or in-service training. Burundi states that such training is acquired 'on the job'. However, Unesco's Directory of Adult Education Training and Research Institutions, 2nd edition, 1982, lists 256 institutions for the training of adult education personnel, distributed over 79 countries. Fifty-seven of them award certificates or diplomas, 13 Bachelor's degrees, 52 Master's degrees, 25 doctorates, while 73 cannot be classified by academic levels; 186 of the institutions also conduct short courses, but it may be noted that only permanent institutions are listed in this directory. These institutions are run by Ministries of Education, by Ministries of Labour, or by other departments conducting adult education programmes, and by local, national, regional, international public and private organizations. Many of these institutions are part of a university. Most often, candidates for admission, at least to advanced courses, must have some experience in adult education, and often the training institutions are also engaged in other activities related to adult education, such as research and evaluation, preparation of teaching materials, and some are engaged in running either small scale or large scale adult education programmes. Some train personnel to work in a wide range of programmes, others are limited to specific fields such as vocational training, health education, agricultural extension, etc.

126. With respect to the training of personnel for literacy work, it appears that while many short courses are held specifically for teachers of literacy, it is relatively rare that a training institution limits itself to literacy education. It might be noted that hardly any universities in the world maintain chairs in adult literacy. Most research in reading has been conducted in relation to the reading of children.

127. Increasingly, teacher-training colleges include professional preparation for the teaching of adults in their curricula. In the United Republic of Tanzania, all teacher-training colleges have since the 1970s included adult education in their curriculum so that all future teachers are being trained to teach both children and adults. A similar situation obtains in Uganda and in Nigeria, where there are also university courses in adult education.

128. Owing to the very nature of adult education, teachers not only have to instruct but to supervise, promote and support. The reply from Ecuador distinguishes in this connection between 'monitores, capacitadores y promotores' (adult education leaders, teachers of adults and organizers of adult education). Belgium mentions the role of the 'cultural officials' assigned to cultural centres,

and many countries use the services of similar personnel. Some countries prepare librarians for the special duties they have to take on in adult education. In Hungary, psychologists take part in certain activities for adults to which is assigned, in urban areas, the therapeutic function of helping them to achieve greater self-knowledge and better social relations. Other categories of adult education personnel consist of much smaller numbers of people, but they are very varied. They include professors of adult education in universities and other 'trainers of trainers', specialists in research and evaluation, in preparation and production of teaching materials, experts in media use, radio, film and television production, planners and managers. The number of such personnel required is not large, but in view of their far-reaching influence on the overall performance of the adult education components of the educational system, it is of crucial importance to identify and recruit such people and develop their careers by training and experience at progressive levels of responsibility.

129. Organizers and supervisors form a relatively numerous group of personnel, which consists of both part-time and full-time workers. Unpaid organizers serving in a voluntary capacity are often highly motivated and committed people, but they are rarely in sufficient numbers to cope with the large amount of organizational work needed for adult education activities on more than a very small scale, and both unpaid and paid part-time organizers need, at least at some level, the support of full-time organizers. The organizers usually recruit both adult students and part-time teachers, they are engaged in publicity and public relations, talent-scouting, search for finance, payments and accounts, identification of suitable premises, record keeping and maintenance of statistics, elaboration and transmission of reports, evaluation at the grass-roots level, and often the obtainment and distribution of educational materials, and they are the people who provide the immediate back-up for the part-time teachers. Often, organizers begin their work in adult education as part-time or full-time teachers; they may have experience in the running of social or voluntary organizations of various kinds, and not infrequently they have acquired a substantital part of their own education through adult education.

130. It would appear from the replies to the Unesco inquiry that this category of adult education personnel receives less than adequate attention, training and incentives, and yet there can be no doubt about the key role played by organizers in the extension and improvement of adult education, whether in the field of literacy, or in any other field of adult education. In countries with a long experience of adult education, newly appointed organizers acquire a substantial part of their competence by working together with experienced colleagues in a well-established organization. In areas where such organizations are rare, careful recruitment, training, and career development for this category of personnel might well constitute one of the most effective ways of extending and improving adult education.

131. In addition to personnel that is clearly identified with adult education, it may prove useful to consider a number of occupations or professions whose members would not be classified as adult educators, but whose work includes educational aspects. Examples are managers and foremen, medical and para-medical personnel, social workers, librarians and museum staff, travel guides, journalists and broadcasters, but many others could be added to the list. They are often the people who first meet those in need of education or training of one kind or another, or who are first sought out for advice by potential learners. Sometimes, their duties include specific educational or training functions, at other times education might be a desirable complement to the principal services they perform.

132. The information available about adult education personnel shows that problems concerning their training and status stem, firstly, from the fact that they are so varied and, secondly, from the fact that part-time and voluntary personnel outnumber the rest. If the right precautions are taken at the time of recruitment,

part-time or voluntary teachers can usually be found who have the necessary qualifications and who are sufficiently acquainted with the groups of adults concerned. However, the effective use of such teachers seems to hinge largely on the existence of a sufficiently large number of fully qualified supervisory personnel. Greater efforts would perhaps be needed if such supervisory staff are to receive the necessary training and have sufficiently attractive and open-ended career prospects.

Information and counselling services

133. As the opportunities to learn increase in number and variety, it can be very difficult for potential learners even to get information about them, let alone advice about what may be best suited to their needs, interests, background, etc. Even those who start with a good deal of education often have difficulties in finding which educational opportunities they want, but the problem is particularly acute for the least educated, for newcomers to a community and for people with handicaps. Indeed it can be claimed that those who are most in need of education have the greatest difficulty in getting it. Teachers often play a useful role in helping adults find the courses most likely to correspond to their needs and construct their educational itineraries.

134. The need for information and counselling has been expressed by many countries and in many ways. The Ministries of Education and Information of Qatar for instance, are jointly studying the creation of a 'Supreme council for educational information', and in France, the Federal Republic of Germany and the United Kingdom, among others, considerable attention has been given to the development of educational guidance services for adults.

135. One of the organizational problems in this respect is to bring information services out to small communities and scattered populations, particularly in rural areas, but existing structures can be utilized: the school system, the radio, co-operative societies, and other organizations that reach out to the people. Market towns may also provide a base for serving rural areas.

136. However, the greatest need for information and guidance is where the learning opportunities are least transparent, namely in the cities. Here there is also the best scope for the development of co-operation between the various adult education agencies and for organizing joint training of personnel and other common services.

137. Information can take many forms: posters, duplicated and printed leaflets, advertisements published in the general press and magazines for the benefit of particular target audiences, texts of a descriptive and/or persuasive nature inserted in the press, or broadcast by radio and television. Relatively few agencies are able to employ these techniques on anywhere near the scale used for the marketing of commercial products, and while some publicity is of a high technical standard, much could undoubtedly be improved.

138. The Swedish FÖVUX experiments in outreach, which entail using large numbers of canvassers from the peer-groups of the potential learners, have shown remarkable results; here advice and counselling supplements the factual information about learning opportunities. Encouragement from accepted opinion leaders has proved to be effective. A case is cited regarding health education in Nigeria. A mass media campaign led to disappointing results, but a subsequent explanation furnished to the chief of the community leading to his transmission of the message through traditional channels of communication produced spectacular results. It is well known that religious communities, political parties, and trade unions can do and often do a great deal to encourage participation by their members in educational programmes. In the USSR, the educational successes of workers are widely publicized

in the press, and to reinforce links between work and studies and encourage workers to take up studies, competitions are held on the theme of 'The workshop that studies best'.

139. Information directed to intermediaries between the agencies and the learners, e.g. to voluntary associations, social workers and employers should also be mentioned. Such communications are likely to increase because there will be too many offers to convey directly to the public at large.

140. Some educational information and counselling services do not form part of a particular adult education agency. In the United Kingdom, there is a government-sponsored pilot project 'Educational Counselling and Credit Transfer Information Service' (ECCTIS) which is computerized and assists students of all ages, institutions and prospective employers by providing details of courses and conditions for the admission of students to the educational institutions. Another example is Metrodoc, Toronto, Canada, which contains a computer file of all learning opportunities made known in Toronto (over 80,000) of which printed catalogues are available in all public libraries of the city. On a minor scale, interesting experiments with 'learning exchanges' are in progress in Australia and New Zealand.

141. The basic idea is to mobilize the available learning resources of the community including individual offers of sharing knowledge and experience in any field of interest.

142. In some countries, for example, Libya and the Sudan, the adoption of the International Standard Classification of Education (ISCED) has led to a comprehensive mapping out of adult learning opportunities, which provide a ready basis for the institution of information services for adult learners.

143. Comprehensive information about learning opportunities is likely to be more and more necessary, particularly in large urban areas, to meet individual requests for information, to marshal the information that will be required as a basis for the development of counselling services and to monitor adult education developments.

144. In earlier days the choice between continuing full-time education at a higher level or leaving school to seek employment was almost irrevocable. With the increasing emphasis on links between formal education and various kinds of youth and adult education, there will be many more opportunities both for continuing education on a part-time basis while in employment and for returning to full-time education after periods of paid employment. Educational counselling is likely to be in demand to make the options available better known.

145. Much educational counselling is provided by agencies, services, associations, etc., whose primary purpose is not educational. Among the most significant mentioned in replies to the Unesco inquiry are included employment exchanges; for instance, France, Sweden and the United Kingdom increasingly provide information about opportunities for vocational training and either counselling or referral to counselling to those interested. Similar functions are performed by trade testing centres which not only test and grade craftsmen, but refer those who want to qualify for a higher grade to an appropriate training course. Enterprises, particularly the large ones with well-developed personnel services, often offer counselling about learning opportunities provided by the firm and outside the firm. Trade unions are sometimes associated with this service, but in addition, they often provide their own counselling in respect of vocational training or trade union education or other forms of education. Social workers often become involved in counselling related to adult education when it is found that some educational deficiency is at the root of the counselling problem to be solved.

146. Counselling in the context of medical services takes place in relation to health education and in connection with the rehabilitation of people who because of injury or illness, have to change their employment and life-style and need to acquire new attitudes, knowledge and skills. Libraries are often sought out by learners as centres of information and educational counselling, and voluntary associations of many kinds implicitly and explicitly provide counselling services for their members. Voluntary associations are also often instrumental in the selection of participants for residential courses and may provide economic support or help to obtain study grants.

147. It would seem that the links between counselling services and research evaluation and programme development in adult education tend to be neglected. However, counselling can provide important feedback for these processes.

148. Information and counselling services are well placed to monitor the demand for various learning opportunities, and can help to draw attention both to gaps in the provision of education, and also to possible overlapping and duplication. They can also help to identify various obstacles that impede access to learning opportunities and can elicit valuable information about the reactions of adults and youth to previous school and out-of-school experiences.

149. In the case of employment related counselling services, they can contribute to increasing occupational mobility and to curbing unemployment. It would seem, for instance, that the Swedish Labour Market Oriented Education scheme, which involves a considerable amount of counselling related to careers and education, has had a significant effect in keeping unemployment at a lower level than it would otherwise have been.

150. In many countries there may be a need to study the case for setting up at least one comprehensive information, guidance and counselling centre specially devoted to adult education.

151. On account of the very uneven development of the information and counselling services in different countries, it would no doubt be desirable to improve by various means, such as exchanges of experience, meetings, exchanges of officials and visits, knowledge from one country and one region to another of the practices followed and the organizational procedures employed in this connection.

Research and documentation

152. While much research is still undertaken by individuals and small groups on their own initiative, it would appear that there is a trend towards more comprehensive research projects, often associating adult education specialists with specialists in other fields.

153. Returns to Unesco's inquiry show that there has been a considerable increase in research related to adult education, and several mention specific research projects. Such research or studies are mentioned, inter alia, in the returns to Unesco's inquiry from Austria, Belgium, Czechoslovakia, Finland, Ghana, Haiti, Ireland, the Republic of Korea, Nigeria, Saudi Arabia, the Ukrainian SSR, the United States of America and Yugoslavia.

154. The struggle against illiteracy has in recent years led to considerable research activity in all regions. In Thailand, some research has been undertaken on the effectiveness of the country's functional literacy programme. The research findings are oriented towards problem solving and programme improvement; in the United States, considerable effort has been focused on problems of literacy education.

155. Increasingly, research comes about on the initiative and under the sponsorship of public authorities, but private institutions and non-governmental organizations are also active in this field. The Directory of Adult Education Training and Research Institutions, published by Unesco, 2nd edition (1982), lists nearly 100 institutions conducting research related to adult education. These institutions are most frequently run by universities and colleges, but some directorates of adult education of ministries, e.g. in India also have research departments. Some are linked to adult education movements, e.g. Mobral in Brazil, Jamal in Jamaica, and Moviemonto de collaborazione civica in Italy. Often they form part of bodies that also undertake other tasks in adult education, especially the training of personnel, such as the National Training Institute of Social Education in Japan, or actual teaching programmes for adults. Several non-governmental organizations also conduct research activities. Some research centres limit their activities to the education of adults, while others, such as the Danish Institute for Educational Research, the National Centre for Educational Research, Egypt, the Research Institute of School Curricula of Poland and others give due attention to adult education in their general approach to educational research.

156. The Directory also lists major areas of research. Many studies are of a socio-pedagogical nature, centred on various aspects of adult learning processes and on the relationships of adult education to the school system, to work and working life, and to development policy. Much of the research is of an interdisciplinary nature. The target group approach has also had a significant effect in focusing research on the learners, their background and milieu.

157. The funding of research studies activities is often a problem, and there is sometimes also a lack of local expertise in carrying out major research in adult education. International agencies or organizations including UNICEF and the World Bank, have occasionally funded international research projects of a comparative character including one dealing with non-formal education as a response to the problems of rural development, carried out by the International Centre for Educational Development, and another on the role of adult education in reducing poverty, entrusted to the International Council of Adult Education.

158. The 1970s also saw the growth of a movement towards 'participatory research' which implies that the adult learners themselves, with the encouragement and guidance of their tutors, not only study 'existing knowledge', but endeavour to 'create knowledge' through observation, analysis of data and systematization and communication of 'new knowledge'.

159. Several universities in Africa and in Asia that began their action in adult education by offering 'extramural' courses for adults have developed institutes of adult education which combine the conduct of research activities with the training of adult education personnel and the development of programmes and materials. Often they also perform evaluation activities and offer consultative or advisory services to other adult education agencies in the country. This model amy prove particularly fruitful because it presents a way of avoiding a divorce between action and research.

160. In many cases, however, the value of research remains limited because its results are inadequately disseminated among the practitioners who would be able to apply them, and are not put to sufficient use to update the content and methods of training courses for adult education personnel. It appears that in general, countries are looking for more effective utilization of these research findings.

161. The dissemination of the results of research and access to these results may in practice raise almost as many difficulties as the conduct of research itself.

162. In certain countries, such as India, the problem of disseminating professional information and educational materials has been solved by the establishment of adult education resource centres in all states and in many of the districts. These centres maintain library and documentation services, collections of teaching materials and other supplies, and conduct training courses for full and part-time personnel.

163. The growth of adult education libraries, information and documentation services - Unesco's Directory of Adult Education documentation services now lists 167 adult education documentation centres in 61 - countries has been significant in recent years. Professional journals of adult education constitute other responses to the problem of diffusion, and in certain technologically advanced countries electronic data-transmission is increasingly used also in the communication of research results. In many other countries however, it may be noted that balance of payment problems impose such constraints that even the leading libraries find themselves unable to maintain subscriptions to foreign periodicals. It appears that documentation services have an important role to play in the development of adult education as, among other functions, they enable adult education personnel to keep themselves informed about experiences and innovations and make it possible to identify materials needed by adult learners, including the printed materials which are vital if full use is to be made of new technology and mass communication media. It would be desirable to consider measures for ensuring better circulation of the results of experiments and innovations in adult education and of research and studies concerning its various aspects. It would also be desirable to identify topics which seem particularly to call for surveys, studies and research and which would benefit from being studied in the context of inter-agency co-operation programmes involving several countries.

164. The participants may wish to consider a number of questions that arise concerning the various methods and techniques used in adult education, the training and status of personnel, information and counselling services and research and documentation concerning adult education. These questions might include the following:

> What have been the most significant innovations in the past ten years in regard to the methods and techniques used in adult education? What lessons can be learned from the evaluations made of these new methods? Should evaluations be developed in this area? What aspects of adult education and learning methods seem to call particularly for research and better national and international circulation of the results of experiments and innovations?
>
> To what extent and by what means is it possible to improve co-ordination regarding the training of the different kinds of educational personnel between the different bodies or groups responsible for adult education? For what types of personnel and through what channels is international co-operation regarding training possible?
>
> What measures could be taken to improve the pre-service and in-service training of the various categories of full-time or part-time adult education personnel and to improve their status, without excluding the various groups of voluntary personnel, even when unqualified, who can usefully participate in the development of adult education?
>
> What seem to be the best ways of developing information and counselling services for adult education? Should it be left to the initiative of the teachers themselves, the relevant ministerial departments, local services or bodies, trade unions, professional associations and various interested groups, or should national information and counselling services or centres be set up?

What can be done to develop the exchange and availability of documentation concerning adult education, for educators and those actually concerned, between the various groups involved in adult education nationally, sub-regionally, regionally and internationally?

With what aspects of adult education might research and studies be primarily concerned?

CHAPTER V

(Item 9 b of the provisional agenda)

Planning, consultation and co-ordination, finance

165. As emphasized in the second Medium-Term Plan, the development of educational activities for adults in addition to those that customarily form part of the education system is an essential prerequisite for the achievement of lifelong education. It is one way of meeting the many needs resulting from the economic, technological, cultural and social development of modern societies, and 'requires participation by the beneficiaries in the planning, implementation and evaluation of educational programmes' (document 4 XC/4 Approved, para. 2043).

Planning practices

166. The replies to the Unesco inquiry reveal a great variety of institutions, experience and practice connected with the planning of adult education.

167. Almost all governments now recognize the need to assume at least partial responsibility for the organization and financing of adult education, the provision of services and the exercise of a supervisory role. However, the degree of involvement of the public sector varies considerably. Certain Member States in which non-governmental organizations and institutions play a predominant role in the organization of educational activities, rule out any planning by a central authority. Public authority involvement is limited to specific programmes of national importance or takes the form of assistance to non-governmental bodies for the development of adult education activities. The purpose is to stimulate, encourage and support the initiatives of a whole range of organizations, associations and groups, without infringing their independence, rather than to integrate their activities by means of an imposed sectoral or overall adult education plan. The stress is placed on independent initiarives without any central co-ordinating authority, allowing activities to develop in accordance with the way needs are perceived by the various social partners. This tendency seems to be the one described in the reply of Ireland: 'Post-literacy education is organized mainly on an ad hoc basis'; and the non-governmental organizations establish their own training networks and decide on the subject-matter of the curriculum and the ways in which it is taught.

168. However, while favouring independent initiatives in adult education, many Member States express a preference for at least some consultation and co-ordination by national associations of the bodies concerned. These associations have established a special relationship with the public authorities whereby they work out jointly certain priority programmes, negotiate the allocation of grants and serve as advisory bodies in the framing of educational policies. Thus in Rwanda, 'the relationship between the public authorities and adult education bodies takes the form of co-operation in the development and implementation of training programmes. Consultation takes place during the development and shaping of the programmes and co-ordination is to be carried out by the Inter-Ministerial Rural Development Commission...'. This does not yet add up to strict planning and 'the difficulties encountered... stem from the various methods used'; but it is perhaps the beginning of indicative planning aimed at ensuring at least a measure of consistency in approaches and programmes. The United Kingdom in its reply describes the situation there as follows: 'There is no statutory machinery for consultation and co-ordination and no single model but there has been a growth of "local development councils" which are intended to bring together public and other providers and consumers in adult education in a forum where information and views could be exchanged and closer co-operation and co-ordination encouraged'.

169. The replies also show that, in some Member States, planning does not cover adult education as a whole but is restricted to certain activities or particular education programmes. This involves micro-scale plans focused on activities to meet local needs or sectoral plans with specific objectives such as improving the qualifications of teachers and civil servants, retraining the labour force, providing vocational training for young people, educating immigrants or training trade union officials. This is so, for example, in Japan where: 'Each of the national and prefectoral governments formulates a five-year "Basic Plan for Vocational Training Programmes" as the guideline for operation of vocational training programmes at the national or prefectoral level'.

170. Although many replies, as indicated in Chapter III, refer to the contribution made by adult education to the solution of development and employment problems, to the improvement of productivity and to social cohesion and political stability, they do not reveal how a close linkage is ensured between sectoral adult education plans and the goals of socio-economic development. Literacy programmes seem to require separate treatment. Despite the variety of institutions responsible for their formulation and implementation, the prime responsibility of the public authorities - often resting at the highest levels of government - takes the form of setting up bodies, making arrangements or introducing procedures for co-ordination and planning to ensure 'the participation of the mass organizations of the Party and of ministries in programmes that have literacy training as their medium' (Congo). These bodies may go by the name of committee, council or commission and may be linked to the Ministry of Education, political bodies or the Office of the State President - e.g. 'Permanent National Organizing Council for the Struggle Against Illiteracy' (Congo); 'National Literacy Commission' (Nicaragua); or 'Higher Literacy Council' (Syria). One reply to the survey illustrates their functions, namely, 'to draw up education plans and monitor their execution; to define the basic principles, methods and programmes for literacy training; to identify the responsibilities of all institutions involved in the execution of the plan' (Syria).

171. The need to develop comprehensive and systematic national plans covering all adult education activities seems to be felt in many countries. The aim is to ensure that this form of education is linked with the education system and with other development programmes. Such an approach is consistent with the idea of lifelong education, which implies that education in school and adult education are complementary and part of a continuum, and that developments in both should be linked to the economic, social and cultural objectives of development plans. Whereas in the present situation we find educational activities that are frequently isolated and piecemeal, such an approach could lead to a clearer view of the policy that needs to be adopted and could help to ensure a better balance in the satisfaction of needs, i.e. a balance in the allocation of resources to the various education programmes, geographical and sectoral balance, and a weighing of priorities in time and space. In the USSR, for example, the responsibilities of the public authorities in this connection are as follows: 'formulation of basic policy for the development of education; development of an optimum pattern for education that provides a balance between scientific, technical and academic education, between higher and secondary education and between general and vocational education; development of a specialized model of present and future production that takes account of social needs, job characteristics and content and the problems posed by the intellectual and ethical education of workers'. In this respect, most of the Member States concerned have introduced central planning and co-ordination bodies with branches in towns, administrative regions and local districts. For example, China in its reply states that 'adult education is carried out under an exclusive and centralized authority, from the higher to the basic level'.

172. The replies show that because of the diversity of institutions, experience and practice, as well as the dissimilarity of objectives and population groups involved, no single definition of adult education planning exists. In any case, the 1976 Recommendation, reflecting the wide variety of situations in Member States, suggests in paragraph 37 a flexible planning scheme: 'Member States should endeavour to ensure the establishment and development of a network of bodies meeting the needs of adult education; this network should be sufficiently flexible to meet the various personal and social situations and their evolution'.

173. Whatever the views currently held - and they seem to be in the process of rapid change - the planning of adult education raises a number of specific problems relating to methods, mechanisms and procedures and to the financing of educational programmes.

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Approaches

174. Any planning aims to provide options for the attainment of objectives or the satisfaction of needs, stating what material, financial and human resources will be required for each solution proposed and setting out each one's advantages and disadvantages. The replies to the Unesco inquiry do not make it possible to describe accurately the prevailing methods used to select objectives, define requirements or formulate options.

175. Clearly, the objectives assigned to adult education reflect its expanding role in society and may now involve the fight against illiteracy, the raising of the general level of education of the population as a whole in the context of lifelong education, contributing to vocational training and retraining for the labour force, and preparing adults to assume their different social roles and to live in a rapidly changing society. However, the facts show that this virtual consensus regarding the objectives has to reckon in practice with limited resources and with the need to make choices having regard to needs. The question that must be asked, however, is how it can be possible to get to grips with a whole range of changing needs in all fields of economic, cultural, social and political life. The traditional means used in educational planning for identifying and forecasting the social demand for education or skilled manpower needs no longer seem to be either sufficient or entirely appropriate. The need to eradicate illiteracy by setting up adult literacy programmes is clear, but there seems to be a problem about how other needs are identified. The use seems to be called for of more qualitative methods of dignosis and forecasting relying more heavily on research, exploration of the probable and desirable future and on consultation. The stress laid on research in many replies reflects a widely shared concern about the need to improve the methods for selecting the main thrust of the national objectives in the adult education plans. Thus, in Ireland, where educational priorities could not be decided on properly because of a lack of research, a Commission was set up in 1981 to conduct a national survey on programmes, methods and adult participation in educational activities, so as to gain a better idea of needs and identify priorities. The reply from the United States says that 'the major planner of adult learning is the learner himself', thus suggesting that a knowledge of needs would be enhanced by greater 'grass-roots' participation in the stating of the demand for education. The principle prevailing in Ireland takes the same line, i.e. 'each adult education activity should be self-funded', which implies, among other things, that a balance between supply and demand should be sought in each activity.

176. Many Member States which support comprehensive national planning feel it vital to encourage initiatives and increase adult participation in order to gain a better idea of adults' needs, and a marked trend is to be noted towards a decentralized organization of educational programmes. In Cuba, for example, local educational authorities, in which community associations participate, can play a part in the material organization of programmes. For this purpose, the Union of Young Communists, the Association of Workers, the Federation of Women, the Committees for the Defence of the Revolution, etc., have set up education secretariats which, among other things, see to it that those concerned attend, that the necessary help is provided, premises are found, the necessary teachers engaged, and a spirit of competition encouraged. In brief, this means that each local authority is required to strike a balance between promoting demand and arranging the supply of services.

177. One of the features of adult education which distinguishes it from education in school and thus affects planning is certainly the fact that adults can express their needs better than children. Over recent years, the need to bear this in mind when identifying demand and planning educational programmes seems to have been more clearly understood.

178. Another problem raised in a number of replies to the Unesco inquiry and in regional consultations in preparation for the International Conference is the one referred to in Chapter II of this document about equivalences and certification, and in particular their effects on the regulation of social demand and/or on access to employment. In the more and more generally accepted context of lifelong education, and because of the widely felt need to link education in school with adult education (a need illustrated by the reply from Bulgaria which states that: 'The subsystem for raising the educational standards of adult education is an inseparable part of the overall educational system'), the optimum functioning of an education system that links formal with non-formal education presupposes the existence of bridges between the various programmes. This would involve setting up universally recognized equivalences. Several Member States have begun to set up systems in which training outside the formal education system is recognized at the various levels of the corresponding types of formal education (primary, secondary, higher, technical and vocational). At the same time, to make allowance for the particular needs of adults, suitable arrangements are being made, such as out-of-school or informal education, evening classes, correspondence courses, distance education, radio classes, schools for working adults. However, according to the replies to the Unesco inquiry, most Member States seem to maintain a clear distinction between school and adult education and/or not to give them both the same status. When this is so, non-recognition of training received elsewhere makes it considerably more complicated to devise individualized education and, as a result, to decide what is needed. Many governments do indeed acknowledge the importance of lifelong education but believe that for the time being, their efforts should be focused primarily on solving the problem of illiteracy. In such cases, deciding on what is needed presents no major difficulties, and the adult education plan is virtually the national literacy campaign.

179. In any event, the setting up of such systems of certification and equivalence seems to lead to a whole series of new technical, political and organizational problems. One needs to know how far the setting up of a system of recognition affects the content of programmes and the training methods of adult education. One needs to know whether it leads to a gradual and eventually excessive formalization of adult education programmes, as some fear. One needs to know the effect of certification on the way action to provide new educational activities will develop. At the more general level of educational planning, one needs to know what the role of the certification system is in the regulation of social demand and in the regulation of the supply and demand of qualifications; but on all these matters, the information gathered sheds little light.

180. Many replies provide quantitative data on adult education programmes. This information is generally partial and seems to be more significant for public sector activities than for those resulting from initiatives by various groups. Because of this, it gives an incomplete picture of the real situation of adult education. The many different organizations involved, the autonomy that they have in their management and programmes and the lack of institutions for the centralization of statistics explain this shortcoming. Doubtless it is in the very nature of such a vigorous and changing system as adult education to be ill-suited to a statistical survey exhaustive enough for it to be possible to conduct retrospective studies. On the other hand, a diagnosis cannot be made if there is not enough accurate data about the physical, material and human resources of all adult education activities or even of a particular programme. A forecast of developments in demand cannot be made without knowing the full numbers of those benefiting from educational programmes, or without having even several sets of indicators on their breakdown by level of education. How can 'full use of existing educational facilities' and the creation of 'such facilities as may be lacking to meet all defined objectives' (1976 Recommendation) be favoured, as planning sets out to do, without sufficient information about available premises? These are all valid arguments which encourage the search for ways of improving the gathering of statistics on adult education programmes. In this respect, the report of the above-mentioned European Conference in Hamburg points out that the International Standardized Classification of Education (ISCED) was adopted several years ago but that it is still impossible to make a comparative research on adult education statistics since many countries still do not use the international standards. Two recommendations were adopted at that meeting, one to finalize strategies to speed up the adoption of 'international standards' in the collection of statistics, and the other to make systematic use of population census data to compile information on participation in adult education.

Machinery and procedures

181. The replies reveal three complementary trends, already mentioned, particularly in Chapter I, in the development of machinery and procedures for the organization of adult education over the past ten years:

the increasing number of institutions and agencies, reflecting the variety of programmes and activities;

the decentralization in various ways of the arrangements for, and organization of, adult education, particularly through efforts to promote the involvement of the individuals and groups concerned;

the development of bodies and networks for consultation and/or co-ordination.

182. These general trends are apparent in varying degrees in different countries and appear to reflect different approaches to the planning, administration and management of adult education. Thus, the need to improve co-ordination and consultation seems to be felt most strongly when organizational responsibilities are divided among a large number of government departments and private institutions with no overall planning body. Trends towards the decentralization of decision-making and increased consultation with various social organizations appear stronger under centralized planning systems backed up by pyramidal co-ordination arrangements. Administration should be improved at all levels in order to encourage grass-root initiatives. Where the plan for adult education corresponds, in the main, to a national literacy programme, linked to a special department of the Ministry of Education, there appears to be a strongly felt need to mobilize other government departments, private associations and local communities.

183. At all events, there appears to be a broad consensus in favour both of more consultation between adult education agencies and of a measure of co-ordination

between educational programmes. However, many replies to the Unesco inquiry state with regret that even the simplest machinery for co-ordination and consultation does not exist. In particular, this appears to be true of Singapore and the Philippines where: 'The relations between the various adult education bodies are quite remote' (Singapore) and 'There are a host of agencies and organizations involved in non-formal education. ... It is not, therefore, surprising that in a certain place two or three agencies are serving the same group of OSY (out-of-school youth) and adults, resulting in duplication of work' (Philippines).

184. Certain specific activities conducted jointly by different institutions, usually during the execution of programmes. Ecuador: 'Co-ordination between departments and institutions is achieved by activities planned jointly with those responsible for the various development programmes and by agreements at executive and field-work level'. In some countries, the area of co-ordination covers the use of resources (Austria) and may also include the planning of content. This is true of Guatemala's 'Out-of-school Education Project' which aims to co-ordinate the activity of several public adult education agencies as regards programme content and the use of audio-visual resources.

185. One noteworthy innovation might be mentioned, which is that co-ordinating bodies with wide responsibilities for all adult education activities have been set up by the governments of several countries. Examples of such bodies are the National Committee for Non-Formal Education in Thailand and the National Commission for the Multisectoral Co-ordination of Literacy Work in Peru, whose job it is to 'give an account of the policies, strategies and methods of the different sectors'. But the existence of this type of co-ordinating body does not always guarantee genuine collaboration between the parties concerned. In some replies to the inquiry (Colombia, Honduras, Portugal, Turkey), it is admitted that relations between the institutions and agencies concerned with adult education are inadequate and difficult. This may be explained by there being an insufficient number of qualified staff to see to co-ordination; by the fact that senior officials and other members of the co-ordinating bodies have many other responsibilities and do not have enough time; or by other factors. In this context, the reply of Honduras states that: 'Official and private co-operation between institutions is governed by legal provisions, understanding and agreements... Among the main difficulties involved in harmonizing activities is the fact that no political decision has been taken at the highest level to consider adult education as an activity important for the country's development, and that the quality of co-ordination between government departments is poor i.e. not based on common interests but purely mechanical. Each institution has its own interests and acts in accordance with them, which leads to duplication of functions and poor use of human and material resources'.

186. Some replies stress that the planning of adult education should be linked to the economic, social and cultural objectives of development plans and should take account of the links which should be established between adult education and all other kinds in the context of lifelong education. The consultative and co-ordinating machinery which is set up should therefore make it possible to establish or improve the following key relationships which appear particularly important for the development of adult education: the relationship between non-formal and formal education so as to facilitate the sharing of resources by making it possible for 'students' to move between these two types of education; between adult education and activities related to economic and social development; between adult education and the media; between adult education and cultural institutions. The information collected appears to contain little evidence of the existence of such links. As was stated in the report drawn up after the consultation in the region of Asia and the Pacific: 'The co-ordination of adult education between school authorities and the various adult education agencies is a major problem shared by all countries in the region'.

187. However that might be, Member States have clearly done more in the past ten years to organize co-ordinating systems and to discover appropriate forms of consultation. What they are doing is stimulated by the need to make financial savings, to compensate for staff shortages, to avoid duplication and make a better response to needs. It also appears to reflect the concern in many Member States that these procedures and this machinery should contribute to improving both the statement of objectives and the methods of implementation and techniques for the evaluation of adult education projects and programmes. Paragraph 54 of the Recommendation on the Development of Adult Education, adopted in 1976, appears to reflect this concern.

> '54. There should be set up, at all levels, international, regional, national and local:
>
> (a) structures or procedures for consultation and co-ordination between public authorities which are competent in the field of adult education;
>
> (b) structures or procedures for consultation, co-ordination and harmonization between the said public authorities, the representatives of adult learners and the entire range of bodies carrying out adult education programmes or activities designed to promote the development of such programmes.
>
> It should be among the principal functions of these structures, for which resources should be made available, to identify the objectives, to study the obstacles encountered, to propose and, where appropriate, carry out the measures necessary for implementation of the adult education policy and to evaluate the progress made'.

Financing

188. The replies to the Unesco inquiry reveal a lack of statistics about expenditure on adult education, the changes in it over recent years and its breakdown by educational programme and source of finance.

189. Many replies provide no quantitative information about finance. Some provide estimates or rank orders for specific years on the basis of isolated research or surveys, but not on the basis of continuous data series, prepared according to the same criteria over several years. A dozen or so countries appear capable of providing figures for government appropriations relating to adult education over several years. One Member State (Mexico) in this group has established an original system for collecting statistics. Under this system, each administrative agency and the general department for each State is obliged to provide regular inputs to a data bank so that the effectiveness of public expenditure can be measured. Some countries provide statistics for expenditure which are limited to activities financed by the Ministry of Education, or, at best, the public sector, omitting contributions which relate to the activities of non-governmental organizations, voluntary groups, associations and trade unions.

190. The situation regarding statistics for the financing of adult education is unsatisfactory and does not appear to have altered greatly since 1972, the date of the third International Conference on Adult Education. According to the reference document for that conference, it 'is difficult to obtain even a rough idea of the amounts allocated to adult education by the authorities, whose budgets rarely contain a special entry for such sums'. It is therefore difficult to present a complete picture of the development of adult education funding over the past ten years. The information below is based on incomplete data culled from various reports and replies and thus only indicates trends or rank orders.

191. Budgets for adult education appear to have increased considerably in several countries over the last few years. For example, the reply from Indonesia indicates that 'the development budget for adult education has increased nearly sevenfold in six years. Six per cent of the budget of the Ministry of Education and Culture is now spent on adult education'. Turkey's reply reveals that the budget of the Department of Adult Education increased from 0.9 per cent of the Ministry of Education's total budget in 1977 to 3.27 per cent of that budget in 1982. In Haiti, the resources of the National Bureau for Literacy and Community Action represent 3 per cent of the budget of the Ministry of Education. However, the percentage of the budget devoted to adult education is generally smaller, judging by the information supplied during the consultation in the region of Asia and the Pacific: 'In many countries, the provision for adult education is less than 1 per cent of the total education budget'. In this connection, one of the main difficulties encountered by adult education seems to be the small amount of public money available, and this is aggravated by the fact that adult education is the last to receive a subsidy and the first to suffer during periods of financial austerity. For example, certain replies deplore the effects 'of economic instability visible in the unfavourable situation of the cultural institutions' responsible for adult education (Hungary). It is also reported that 'the development of programmes has fallen foul of the lack of financial resources' (Switzerland), or that 'as fewer and fewer dollars are available, organizations will be forced to find new revenues to survive' (United States).

192. Other replies indicate that problems of finance for adult education may be caused by budgetary restrictions but consider that they may sometimes result from a lack of priority for adult education in government policies.

193. It should also be borne in mind that it is not always easy to estimate the total volume of public funds. Thus, in Austria, for example, in addition to the government appropriations for adult education, the sector receives various forms of indirect aid. This may include the maintenance costs of premises and equipment itemized under other headings, or subsidies of all kinds paid directly to adults taking part in educational programmes. Another Member State (Thailand) also provides financial assistance to adults specifically to cover loss of earnings resulting from participation in programmes of education.

194. When there are budgetary restrictions these subsidies seem justified if one judges by the cost-effectiveness ratio of adult education and education in school. According to some estimates supplied as a guide, the unit cost of the functional literacy programme in Thailand was one nineteenth the unit cost of four years of primary education. Many countries have tried various ways to contain costs and save money. Nicaragua considers that 'the fact that our community teachers are voluntary workers means a saving of millions of cordobas annually (150 per cent of the annual budget)', and Peru considers that 'the active participation of the pupils and the community in equipping and/or improving the infrastructure of the educational centres is an important factor'.

195. Other replies (Ireland, Spain) suggest that in a climate of financial austerity, underprivileged groups should have priority or receive subsidies to finance their participation in educational activities. In Spain 'An approach based on equity and the rationalization of available resources was followed in the distribution of this revenue. Priority was given to the outlying areas of large cities, to small population centres and to the work undertaken by co-operating agencies and units,...'.

196. Nevertheless, several countries appear to have reduced their adult education programmes, while not stating in their replies the criteria followed in the allocation of resources by programme. One reply (United Kingdom) states that 'Several interesting developments have not been able to be continued or adopted in

other parts of the country in the current climate of cuts. Reductions in expenditure have meant for example increased fees, larger classes, and shorter teaching sessions. Some areas suffered more than others, and the disparity of provision is still a major concern'.

197. A trend appears to be emerging in practically all countries towards an increase in the contribution from other sources of finance and particularly from industry. In many countries (Bulgaria, Cyprus, Finland, German Democratic Republic, Germany (Federal Republic of), Hungary, Singapore, Socialist Republic of Viet Nam, Sweden, USSR, United States) the responsibility of industry for the education and training of workers has increased. Depending upon the individual case, it covers the payment of the administrative and operating costs of company or workers' schools, the payment of salaries for training periods undertaken during various types of study leave, compulsory contributions to funds for further staff training (which apparently amount to 1.5 per cent of the wages bill of companies in certain Member States such as China) or special levies on activities in which companies are involved. Some reports mention difficulties in applying the legal provisions governing in-service education. Nevertheless, the general trend in recent years has been one of noteworthy progress in the establishment or improvement of regulations governing in-service training. In spite of budgetary restrictions, adult education linked to employment seems to have a measure of priority because of the need to facilitate the retraining of workers in a context of accelerated technological change and, in some countries, of unemployment and underemployment.

198. According to the replies, adult education agencies in a large number of Member States are appealing more widely to participants and the public to finance their activities. Some countries (Ireland) consider that adult education should be self-financing. A fee is charged for courses and reductions are only granted to the disadvantaged or those who undertake Second Chance Education. Other countries, such as the Federal Republic of Germany, encourage private participation, providing public subsidies for non-governmental organizations only on a supplementary basis. A third group have instituted a system of special levies on the income of trade unions (5 per cent in Turkey) or on private consumption.

199. On the whole, private contributions to the financing of adult education appear to be appreciable in some countries, even if little is known about them. Therefore, while it is true in some cases, as indicated by the report of the Arab Regional Consultation, that the 'shortage of funds appears to be a rather general phenomenon facing adult education in most countries', particularly for the financing of literacy campaigns, it would appear that the problem of finance is not equally serious at the present time in all Member States.

200. At all events, the extension and diversification of the educational field oblige the planner to consider a varied range of financial and human resources, even if he has direct control over only a portion of these resources. Because of the diversity of the authorities responsible for organization and because of the flexibility of the educational activities, the allocation of central resources tends to act as a particularly important regulator for the planning of the entire education sector, which makes it more difficult to establish apportionment and evaluation criteria concerning the use of those resources.

Questions for discussion

201. The Conference may wish to examine inter alia the following questions:

- as regards planning:

  what distinguishes the planning of adult education from the planning of education in school?

how can the collection of statistics on adult education be made more systematic and more satisfactory?

how should planning machinery and methods be redefined so as to take account of the specific nature of adult education, which resides in the great diversity of services offered; the need to link it with the education system as a whole in the context of lifelong education; the many objectives which might be adopted, the variety of institutions and partners involved in a context of limited resources?

- as regards machinery and procedures:

what arrangements should be made for consultation and co-ordination and/or how should they operate effectively taking account of the respective roles, as regards intervention and initiative, of the various institutions concerned? at the level of specific programmes, in order to prevent delays in implementation, the waste of resources, conflicts between the objectives of the activities undertaken? at the national level, in order to reconcile the necessary linkage of adult education plans with overall education plans and plans for economic and social development and to harmonize the action of the various authorities concerned with adult education?

- as regards finance:

how can greater internal and external resources be mobilized (particularly for the completion of literacy programmes)?

how should the question of finance be presented (within the framework of an overall budget for education or a separate budget for adult education)?

what criteria should be employed for the allocation of resources: type of activity? type of expenditure? class of beneficiary?

what might be the role of external finance and international co-operation?

CHAPTER VI

(Item 9 c of the provisional agenda)

Expanding and improving adult literacy programmes and relating them more closely with efforts to achieve universal primary education

202. The responses to the inquiry of the Secretariat for information on the development of adult education and the reports of the various regional consultations organized to prepare the Fourth International Conference on Adult Education are virtually unanimous in emphasizing the critical and urgent need for expanded efforts to promote literacy. At the world level, the stark fact is that there are presently (1985) an estimated 857 million adult (15 + years) illiterates and that if current trends persist, their numbers are projected to increase to 912 million by the end of the century, even as the rate of illiteracy in the adult population slowly declines. This is abundant justification for according priority attention to this global problem which is, at once, evidence of denial of the right to education on a massive scale and a serious obstacle to development. The urgency of the situation derives from the fact that illiteracy, which is a consequence of underdevelopment, but also a major impediment to development, makes it impossible for millions of men and women to play their full role in shaping their own destinies: it condemns to failure the battle against poverty, the elimination of inequalities and attempts that are being made to establish relations of equity between individuals and nations.

203. While the rates of illiteracy and number of illiterates vary considerably, the problem is of serious concern to all the developing regions. The summary of the consultations held in the Asian and Pacific region in preparation for the Conference concludes that the 'most overriding problem of the region is the existence of over 60 per cent of the world's illiterate population in 16 developing countries of the region'. The Regional Consultation Meeting on the Future of Adult and Literacy Education in the Arab States concluded that 'The most urgent problem continues to be illiteracy'. The synthesis report of the two consultations held in the African region calls for 'a frontal attack against illiteracy through national mass campaigns...', whereas the Regional Consultation for Latin America and the Caribbean emphasizes the need to achieve the objectives of the Major Project in Education, which includes eliminating adult illiteracy within the region before the end of the century.

204. In the replies to Unesco's inquiry, it is plainly stated by many developing countries that adult literacy work is the principal form of adult education. In certain responses, it is the only aspect of adult education mentioned. Interestingly, many industrial countries - nations in which schooling has been compulsory and universal for a century or more - also expressed concern about illiteracy, not only in the developing world, but more especially with the growing phenomenon of functional illiteracy within their own societies. Indeed, the rediscovery of relatively large numbers of illiterates and semi-literates in many of the industrialized nations is one of the major developments and challenges to confront adult education since the Third International Conference.

205. The various country replies and consultation reports provide rich insights into the causes and consequences of illiteracy and, by implication, identify problems and difficulties which must be overcome if the struggle against illiteracy is to succeed. As the Chinese reply notes, the struggle against illiteracy is an arduous task. In spite of the difficulties, certain of which will be discussed below, it is indicated in several replies, including the Chinese, that problems are being overcome and progress achieved. Certain countries which relatively recently had quite high rates of illiteracy - Nicaragua and Singapore are examples -

have reduced it to the point where it is no longer a general problem, but one which affects only certain segments of the population. Other countries, too numerous to name, have set themselves demanding goals and are vigorously pursuing them.

206. It is interesting to note that in discussion of the requirements for success - or the obstacles that have to be overcome to attain it - certain terms occur with high frequency: political will, mobilization, participation and motivation. Political will is used in many senses, but a common denominator in the definitions and examples given is the commitment of the highest national authorities to the elimination of illiteracy. There seems to be a growing recognition that political will must go beyond mere 'lip service' - high-sounding declarations and inspiring oratory - and must, in effect, consecrate the resources and prestige of the State to the pursuit of literacy. In the words of the Second Medium-term Plan (1984-1989), political will must be expressed in 'massive, comprehensive, concerted and organized action' (para. 2022).

207. The various country replies and consultation reports also stress the need for - and the difficulty of - mobilizing resources for literacy activities. Political leadership may be essential in this respect, but only a part of the necessary resources can be made available directly by governmental action. Literacy programmes and campaigns are, by their nature, labour-intensive; if one assumes a student-teacher ratio of between 10 and 40 to one, which is normal in literacy classes, for every million learners, from 25,000 to 100,000 instructors are required. Hence, successful mobilization implies large-scale participation by specialists, instructors and learners, as well as by governmental and non-governmental organizations and institutions, religious, social and cultural bodies,youth clubs, and labour unions and professional associations.

208. A number of States have taken measures to make participation in literacy work - either as an instructor or as a learner - obligatory for certain groups. Ecuador, for example, has a law which calls for university and secondary students to serve as instructors in its national literacy programmes; Egyptian and Iraqi laws require illiterates to seek instruction. The Egyptian reply specifies that illiterate males 12-45 years of age - the law may also be applied to girls 12-15 years - are legally required to attend courses and can be severely penalized if they fail to do so without an acceptable excuse. Such compulsory measures remain the exception, but provide striking evidence of the growing realization that success in promoting literacy depends upon the fullest possible mobilization and participation of all elements of society. Many Member States seek to further participation through incentives such as the provision of time off from work for literacy courses, instead of by penalties.

209. In his 1984 International Literacy Address, the Director-General emphasized the role which non-governmental organizations (NGOs) can play in 'mustering further resources for the less well-endowed' and in securing '... more systematic and active participation in literacy campaigns'. To encourage and facilitate the participation of NGOs in literacy work, a Collective Consultation of 39 international non-governmental organizations was organized by Unesco in November 1984. The recommendations of this consultation bear largely upon ways and means of increasing public support for literacy work and for ensuring that literacy programmes serve women, who in many societies suffer from higher rates of illiteracy than do men, and disadvantaged groups and populations, including the handicapped. The need for more effective and more systematic mobilization of resources - particularly unconventional resources such as donations in kind - and the widest possible participation in literacy campaigns is mentioned in numerous replies and referred to in nearly all of the consultations.

210. Several of the country replies discuss the motivation of learners as either a factor in programme success or, more frequently, as a cause of lack of participation

or programme failure. The European Conference held to prepare the Fourth International Conference on Adult Education noted that motivation for adult education and, by implication, the subset of activities concerned with adult literacy, was a topic 'not only of European, but of worldwide significance'. It is evident that the success of efforts to spread literacy depend, in very substantial measure, upon the motivation of learners to read and write. While it is common and natural to speak of people 'being made literate', it should be remembered that this is, at most, a half truth. People are not 'made literate'; they make themselves literate when they have the motivation as well as the opportunity to do so. Hence, the sine qua non of a literacy policy is the valorization of literacy, i.e. the enhancement of the utility and rewards of reading and writing. The demand for literacy is evidently strongly conditioned by socio-economic and cultural circumstances, but, as will be discussed below, educational policy and, in particular, post-literacy activities exercise an important influence in determining the value individuals assign to participation in literacy programmes.

Recognition of the need for a global strategy for the promotion of literacy

211. Either explicitly or implicitly, many of the replies recognize that the struggle against illiteracy is doomed to failure if urgent measures are not taken to substantially reduce the millions of youth who each year reach adulthood without having mastered the skills of reading and writing. As the Second Medium-Term Plan (1984-1989) states, the elimination of illiteracy calls for efforts in 'two directions - firstly, securing the general introduction and up-dating of primary education so as to stem illiteracy at its source, and, secondly, organizing systematic education campaigns for illiterate adolescents and adults' (paragraph 2007). This paragraph goes on to note that illiteracy '... is most widespread in those countries where primary enrolment ratios are lowest and the 123 million or so children of school-age (6-11 years old) who did not attend school in 1980 are likely to swell the ranks of adult illiterates in the future'. Thus, the struggle against illiteracy is inseparable from the objective of primary education for all and can only be achieved through a more determined effort to develop educational facilities in the most deprived areas and for the most disadvantaged communities.

212. This global approach to combating illiteracy calls not only for the development and renewal of primary education, on the one hand, and adult literacy programmes, on the other, but also for the co-ordination and articulation of these two aspects of national educational policy in order to ensure their complementarity. There are two principal reasons for this, one economic, the other educational. First, as those countries with the highest illiteracy rates are usually also among the poorest in economic terms, it is evident that they can ill-afford to develop costly and unnecessary parallel institutions and have much to gain by making maximum use of personnel, premises, institutional infrastructures and other resources, sharing them between primary education and adult literacy work wherever possible. Secondly, the two sectors of education serve the same communities and families. As the Israeli reply notes, illiteracy 'tends to reproduce itself through the detrimental effect of parental lack of schooling on children's educational attitudes and progress'. Hence, adult education is of critical importance in assuring that the two major institutions of socialization, the family and the school, are congruent, and not in conflict, with one another.

213. The concept of articulation between school and adult education is complex and multi-faceted, but of central importance is the reinforcement of national capacities for educational planning and administration in order to ensure a co-ordination of structures and activities resulting in a more efficient use of human, financial and material resources in the struggle against illiteracy. The aim of many Member States appears to be that of developing new and flexible structures of education, complementary to the school system, in order to serve better those who are unable to find a

place in school or who have been forced, for one reason or another, to abandon their studies prematurely. In a number of Member States - Guatemala, Nicaragua, Peru and Thailand among them - a system of equivalency has been established between school and out-of-school education which, in theory if not always in practice, facilitates passage of learners from one system to another. In many countries, adolescents and young adults are the principal age-group served by such institutions of out-of-school education.

214. An awareness of the need to achieve more effective articulation between school and the various forms of out-of-school education is strongly felt by many Member States and was cited in most of the consultations (Africa, Arab States, Asia and the Pacific, Latin America and the Caribbean) held to prepare the Conference. Yet, while acknowledged as important, achieving an effective articulation and interaction between school education and out-of-school literacy programmes for youth and adults is perceived as being challenging and problematic and is far more often cited as a problem to be overcome than a goal already attained.

215. Perhaps the greatest progress in planning a global approach to literacy has been achieved in the Latin America and the Caribbean region and in Africa, where regional projects based on this strategy have been launched. The Major Project for Education in Latin America and the Caribbean had its origin in the Declaration of Mexico unanimously adopted by the Regional Conference of Ministers of Education and Those Responsible for Economic Planning of Member States in Latin America and the Caribbean in December 1979. The three specific objectives of the Major Project are:

> provision of at least eight years of schooling to all school-age children by the year 1999 at the latest;
>
> elimination of illiteracy before the end of the century and development and expansion of educational services for adults;
>
> improvement of the quality and efficiency of the education system through the adoption of necessary reforms.

216. The Member States of the region, in co-operation with Unesco, have established mechanisms for intergovernmental consultations and defined a set of national goals congruent with the established regional objectives.

217. The regional programme for eradication of illiteracy in Africa also calls for a co-ordinated effort directed towards the universal provision and renovation of primary education, coupled with literacy work among young people and adults. The launching of the regional programme was proposed by the Conference of Ministers of Education and Those Responsible for Economic Planning in African Member States held in Harare in 1982 and was the subject of a resolution adopted by the twenty-second session of the Unesco General Conference (Paris, 1983). The declared aims and objectives of the regional programme include the universal provision of primary education; the development of literacy and post-literacy activities for young people and adults; the closer linking of formal and non-formal structures within a framework of lifelong education; the promotion of African languages, values and culture in education; and the reform and renewal of education to ensure its relevance to the needs of society and, in particular, its pertinence to the requirements of working life.

218. Regional efforts of the type underway in Latin America and the Caribbean and in the African region and under study in the Arab States and the Asian and Pacific region appear to provide a means for giving new impetus to efforts to eliminate illiteracy by conceptualizing and attacking the problem within a more comprehensive framework and by establishing mechanisms for facilitating more systematic 'horizontal' co-operation among developing countries.

Issues and innovations in literacy work

219. Possibly the most useful approach for exploring the ways and means through which literacy work among adults may be improved and expanded is to survey recent developments and continuing problems as reported to Unesco by governments. Although no summary can do justice to so rich and varied a documentation, certain problems and issues are common to many replies and, therefore, appear to be of general interest.

220. What purposes does literacy serve? While there is general agreement that literacy has to do with the mastery of written forms of communication, this is usually seen by Member States as a means to an end - development - and not as an end of itself. In Guatemala, for example, literacy is seen as a way of promoting community development and improved understanding of community problems. Nicaragua perceives literacy as a process of conscientization leading to national integration and more active participation of the population in development. In Indonesia and the Sudan, literacy programmes are considered as means for equalizing educational opportunities and for providing a basis for subsequent training and skill development. The emphasis on linking literacy to development corresponds to the recommendation on the development of adult education which, in its preamble, states that 'literacy is a crucial factor in political and economic development, in technological progress and in social and cultural change ...'. In short, literacy is seen as playing a critical role in both the development of human competencies and the transformation of society.

221. What type of literacy? A related issue - and one with a long history - concerns the type of literacy to be offered. Many countries - Nigeria, the Philippines and Sudan are examples - insist upon the importance of functional or work-oriented literacy. Advantages claimed for such programmes, and the structure and content of the programmes themselves, vary enormously from country to country. Work-oriented literacy programmes in the Philippines are, for example, said to be more acceptable to adults because the instruction offered does not resemble that provided in primary schools. The Seychelles, on the other hand, emphasizes that its literacy and post-literacy curricula feature materials of a general nature, appropriate and beneficial to all participants and not specific functional topics. Some countries - Nepal is one - offer both general and work-oriented programmes.

222. In general, whether programmes are termed functional or general, there appears to be a growing recognition of the need to develop the adult as a whole person, i.e. not only as a worker (fundamental as this role is), but also as a family member, a citizen in his or her community, nation and world, a consumer, a participant in culture and history as well as a reader - or potential reader - and learner. Functional literacy programmes have responded to this, by increasingly addressing the world beyond the workshop. For all programmes, this broader conception has implied a need to diversify and enrich literacy and post-literacy curricula. Unfortunately, as noted in the consultations held for preparing the Conference, the realizations in this area often fall short of what is required. While impressive progress in diversifying and improving curricula materials has been made in many countries - Brazil and Indonesia cite especially interesting examples - many literacy programmes still tend to rely upon a single primer and a mere handful of follow-up texts. Not surprisingly, such meagre materials often fail to fire the interest and imagination of the learner. Fortunately, there is a wide and growing awareness of the need for instructional and follow-up materials of higher quality and greater relevance to the interests and needs of learners and many efforts are underway around the world to produce them.

223. Media support to literacy programmes: This appears to be an area where considerable progress has been realized since the Third International Conference on Adult Education in 1972. Many countries mention the use of mass media. Nigeria, for example, notes that television, radio, the national and local press and posters are used to promote its literacy programme. Pakistan is a country where large-scale use has been made of television sets placed in village viewing centres for actual literacy instruction. The Philippines notes the value of the audio-cassette which improves upon radio by enabling the learner to control the pace and frequency of his exposure to the message. The same reply notes the advantages which can be gained by multi-media approaches in which the different media complement and reinforce one another. It is to be expected that the mass media will play a growing and more diversified role in literacy work in the future.

224. Choice of language: An issue on which a diversity of views has been expressed in the replies received by the Secretariat is that of the language of literacy. In some countries - e.g., Peru - instruction may begin in the learner's mother tongue. This, it is said, increases motivation and facilitates learning. Certain countries provide literacy instruction in a number of languages, fifteen in the case of Ethiopia.

225. In many Member States, literacy in the mother tongue is followed by instruction in a second language, usually the national language, if other than the mother tongue, although in some cases, in a European language: French, for example, in the case of Zaire. In other countries, Turkey and Tanzania are two examples, all literacy instruction is in the national language. It is contended that this reinforces national unity, provides economies of scale for publishers and, in general, facilitates the diffusion of information and knowledge and the promotion of national development.

226. It is evident that the issue of language, while of central importance to literacy work, involves political and cultural considerations which extend considerably beyond education. While it cannot, therefore, be expected that literacy agencies will have a decisive say in determining the language of instruction, they can insist that those who take the decisions bear in mind their educational implications. For example, if literacy is to be gained in a language which the learner does not fully master, initiation to that language must precede and/or accompany literacy instruction in the proper sense of the term. Conversely, if instruction is offered in a mother tongue of restricted usage, opportunities for learning a more widely used language may have to be provided, if literacy is to 'open a door' to the world beyond the village.

227. Recruitment and training of literacy workers: A shortage of trained staff was cited as a major constraint upon the expansion and success of literacy programmes in the consultations held in Africa, Asia and the Pacific and the Arab States. Replies to Unesco's inquiry or national reports for the International Conference on Education note the same difficulty, although often in more specific terms: Burundi, for example, notes a shortage of 'personnel de conception'. In many countries, a short supply of specialists for planning, implementing and evaluating programmes as well as for developing curriculum materials and training staff for them is cited.

228. As the scale of literacy programmes increases, there is a marked tendency for instructors to be drawn from the same socio-economic groups as the adult learners themselves. As already mentioned in Chapter IV, Nicaragua, for example, recruited 25,000 volunteer 'maestros populares' to conduct its National Literacy Crusade. Many of these instructors were themselves neo-literates. Their levels of motivation and dedication and their rapport with learners, however, are said to have compensated for their educational deficiencies. The need to provide appropriate training for such volunteers is recognized, but it has not always been possible to provide it. In the Maldives, for example, volunteer teachers engaged in literacy work receive no special training.

229. The national replies note a wide variety of efforts to overcome the training constraint. Intensive instruction is being offered in pre-service and in-service courses. Operational seminars are being conducted at local, national and subregional levels, often with the support of Unesco. Efforts are being made to enlist the services of professionals through co-operation with universities or the establishment of National Directorates able to employ full-time specialists. These efforts can be expected to have a positive impact, but it seems doubtful that they are, as yet, on a scale commensurate with the problems. The need to expand and improve recruitment and training of staff appears to be an essential prerequisite for the expansion of literacy programmes, particularly in those countries where the problem is of massive proportions.

230. Resources and organization: By far, the most common problem cited in the country replies to Unesco's inquiry and in the reports on consultations is the lack of resources for implementing literacy programmes. The resources required are of all kinds: financial, material and personnel, including both instructors and specialists. None the less, certain of the country responses indicate that, during the last decade, the resources devoted to literacy have increased substantially: Indonesia, where substantial investments in infrastructures and development of learning materials have been made, is a case in point. Other countries report that resources have stagnated or even diminished. The earlier discussion of the financing of adult education applies as well to literacy. The fact that the problem of illiteracy is often severe in precisely those countries which are least developed makes the problem of financing literacy activities particularly perverse.

231.'Getting organized' is a perennial problem in all development activities and literacy work is no exception. This issue has many aspects. One is the question of who is in charge. In some countries, one ministry is assigned responsibility. In Jordan, for example, since 1968 the Ministry of Education has had overall responsibility. In other countries, responsibility is shared among a number of ministries and agencies. Indonesia, for example, cites nine governmental agencies which have responsibility for literacy work. An emerging practice appears to be that of establishing a high-level interministerial co-ordinating structure such as is done in Ethiopia. Federal States such as India and Nigeria, of course, confront the need for co-ordinating action at the national and State levels. A similar need arises in unitary States where, as is increasingly the case, efforts are made to decentralize responsibility for literacy programmes in order to ensure more effective local participation. Certain developing countries, e.g., Sri Lanka and the Philippines, and many industrialized countries, confide a major responsibility for literacy work to non-governmental organizations.

232. The summary of consultations held in the Asia and Pacific region notes, as a general problem, the difficulty of co-ordination between school authorities and adult-education agencies and between the various development agencies and literacy and adult-education programmes. In short, as in most other human enterprises, the problems of getting organized, getting going and, somehow, paying the bills loom large in the conduct of literacy activities. Evidently, there are no panaceas for such generic problems, but the country replies suggest that where there is the will, there are many ways to reduce and master them.

233. Programmes for women: The problem of illiteracy among women is more severe than that among men. For the world as a whole, in 1985, 32 per cent of adult women are illiterate compared to 21.5 per cent of men. The problem stems directly from the lower-school enrolment and higher drop-out among girls than among boys. Because of their limited access to schooling, literacy programmes for girls and women have a special importance. Indeed, in certain countries, especially in Africa, women constitute a substantial majority of participants in literacy courses and regard

such programmes as their only opportunity to gain an education. The regional consultations for Asia, Africa and the Arab States refer directly to this urgent need to raise literacy rates among women as do many of the national replies: India, Panama, Honduras, Chile, Cuba, Sudan, Nigeria, Turkey and the United Arab Emirates.

234. Unfortunately, the content of literacy programmes for women often appears to suffer from conventional but mistaken notions of the economic and social roles women fulfil in societies. With certain notable exceptions, functional literacy programmes for women concentrate on child-rearing, home management, nutrition and similar 'feminine' subjects. Such training may prove of value, but it does scant justice to the important economic role which women play in many parts of the world in agriculture, commerce and industry. Often, a course in agriculture or some other vocational field would prove more valuable and hence more motivating to women than a course in, say, home economics. An over-riding objective of education of women should be to ensure them full equality with men in all spheres of the life of society. To reach this goal there is an urgent need for both a quantitative expansion in the number of women able to participate in literacy programmes and a qualitative improvement in the contents and relevance of the programmes offered them.

235. Programmes for disadvantaged groups: Many countries (e.g., Madagascar, Ecuador, Rwanda) stress the need to direct literacy programmes to rural populations and to develop appropriate and relevant curricula and materials for such programmes. A growing number of programmes are also being directed to the urban poor. It is argued that whereas the socio-economic circumstances of slum-dwellers may be as deprived, perhaps even more so, than those of rural residents, the urban environment none the less provides an incentive for becoming literate. Most developing countries have programmes for disadvantaged populations in both rural and urban areas. The contents of these programmes are normally tailored to the environmental and economic realities. Craft, trade and industrial training are more commonly offered in urban programmes than in rural ones, but the differences are not always clear cut. Many rural programmes stress craft training (e.g. carpentry and mechanics) and Zaire has a programme in urban agriculture intended to improve the diet of the urban poor and provide them with a new source of income from the sale of food.

236. The Vietnamese reply to Unesco's inquiry discusses efforts to promote literacy work among ethnic and linguistic minorities. If the minority has a written language, literacy teaching begins in the mother tongue. Subsequently, Vietnamese, the national language, is introduced. If the minority does not possess a written language, they normally choose to begin literacy training in another language from the same linguistic family, followed by instruction in the national language. Thailand notes the need to tailor the content of programmes for hill tribes to their culture and customs. There appears to have been a considerable expansion of programmes for national minorities during the last decade with many countries making reference to them in their replies.

237. As mentioned in Chapter II, the extension of literacy programmes to all in need of them is widely recognized as an important aspect of the democratization of education. Such programmes often represent an attempt to compensate for earlier inadequacies in the provision of access to education. Unfortunately, given the massive scale of the problem of illiteracy, the special needs of relatively small groups such as the physically and mentally handicapped may tend to be overlooked. The award of a 1984 Unesco literacy prize to the Cuban Association for the Blind for its literacy programmes, conducted in Braille, is a hopeful sign that increased attention is being accorded to minorities with special needs.

238. Initiatives and innovations: It would be impossible in the space available to provide a comprehensive analysis of the various initiatives to launch literacy campaigns and programmes undertaken since the Third International Conference on Adult Education, or to catalogue the numerous innovations which have been tried out or introduced. It is important, however, to note that many of the countries with the largest illiterate populations have launched or expanded literacy efforts in the past decade. This is true, for example, of all of the eight countries which together contain almost three-quarters of the world's illiterates: India, China, Pakistan, Indonesia, Bangladesh, Brazil, Nigeria and Ethiopia. China, India and Pakistan are pursuing large-scale programmes. Indonesia's innovative approach to combating illiteracy is described below. Bangladesh is presently evaluating the results of an earlier campaign and preparing to launch an ambitious new initiative. Brazil's literacy organization, MOBRAL, has expanded both the size and scope of its programmes over the past decade. Its activities now extend beyond literacy and post-literacy and include a comprehensive programme of basic education for adults as well as a wide variety of cultural activities in which the entire community is welcome to participate. In 1982, Nigeria launched a ten-year National Mass Literacy Campaign and established a National Centre for Adult Education to provide professional support for its efforts to introduce functional literacy courses on a national scale. Ethiopia is engaged in a nationwide campaign which, in its first four years, enrolled over 15 million adults and young people in literacy courses, more than 9 million of whom received literacy certificates. Indeed, the progress has been such that literates, once a minority of less than 10 per cent, are now estimated to constitute 62 per cent of the population over 10 years of age. When these recent results are incorporated into international statistics, it is probable that Ethiopia will no longer figure among those countries with the largest illiterate populations.

239. To convey a clearer impression of the manner in which illiteracy is being combated, it may be useful to look in somewhat greater detail at one programme from among the many discussed in information provided to the Secretariat. Of several which might serve as excellent examples, that of Indonesia has been selected. It is a programme which both represents an important national initiative and incorporates a number of significant innovations into a unique approach designed to adapt literacy instruction to the interests and life-styles of rural communities.

240. A careful analysis of previous failures led Indonesia to conclude that a fresh approach was urgently required. In the past, all illiterates in a village were called together in the local school, after the last class had been dismissed, and instructed by the primary teacher, who was often already weary from his day's exertions, for two to three hours using materials of a schoolish sort. The setting, associated with children, was embarrassing to adults, the timing inconvenient and the teacher, accustomed to dealing with children, not always tactful with adults. Moreover, the category 'illiterate' included a wide-range of literacy skills. Some learners were school drop-outs who had mastered the idea of reading and certain of the essential skills; others did not possess even the most fundamental notions necessary to understanding written communication. The disparity greatly complicated the teaching task and often resulted in the embarrassment and early withdrawal of the illiterates, who were unable to keep abreast of their semi-literate classmates. Under the new policy as indicated in the Indonesian reply to Unesco's inquiry:

> '... the illiterates are not herded to school anymore. Together with their neighbours, they form a learning group of five to ten persons, and choose, a literate person among them to "teach" them literacy and numeracy. The literate person acts as a tutor and guide. The classes take place in the homes of students, in the evening between 19.00 and 21.00 hours around a petromax light, that is, after their daily working schedule is finished. This procedure goes well with the custom of the villagers who usually gather in the evening and chat with their neighbours'.

241. The transformation in the setting and timing of education has also been accompanied by changes in the form and content of the learning materials. Instead of relying on a single primer, the classes have access to carefully developed packages of learning materials related to everyday community life. These materials contain simply expressed but interesting information on spiritual values, civic attitudes and the elements of basic science as they relate to the environment, nutrition, health and sanitation. The programme is aimed at learners from 7-44 years of age, although efforts are being made to enrol as many of the younger learners as possible in primary schools and older learners are not excluded.

242. While many of the experiences related in the replies received by the Secretariat suggest that impressive progress is being made, others are emphatic that serious problems remain. Nepal, to cite one example among many, notes that 'adult literacy programmes face several problems: high drop-out rate, lack of motivation in the adults to join the classes, inadequate and ill-prepared training staff, shortage of materials, lack of space for conducting the instruction, lack of effective supervision, unfavourable topographical conditions especially in the hills and shortages of funds'. Other problems frequently cited are the need for more effective exchanges of experience at national, regional and international levels; improved programme evaluation and applied research to guide decision-makers and programme planners; and more accurate and reliable information, particularly statistics, on the actual status of literacy in Member States and particular regions or localities thereof. One reply to the inquiry, for example, states that a serious underestimation of the number of illiterates and functional illiterates has prevented illiteracy from receiving either the attention it deserves or the resources required to combat it.

243. Yet, for nearly every problem cited, there are countries which report significant progress. Tanzania, for example, has sought to resolve the elusive problem of evaluation by conducting nationwide examinations in which millions of literacy-course participants and new literates have taken part.

Post-literacy and beyond

244. It is an encouraging sign of progress that in many of the country replies to Unesco's inquiry, the section on literacy either includes or is followed by a discussion of post-literacy. In Mexico, for example, literacy-training is designed to lead on to basic education, cultural promotion and, if desired, to job training. Literacy classes are no longer seen as an isolated activity intended for the disadvantaged, but are increasingly part of a national system of continuing education. Another interesting development is that post-literacy efforts, in many countries, are no longer restricted to the 'graduates' of literacy classes, but are intended also - and in some cases, primarily - for primary school drop-outs and completers who are unable to continue their education. An excellent example of a comprehensive post-literacy programme is that of the Thai-village reading rooms which serve, not particular groups, but the community as a whole.

245. Reference is made to a wide variety of literacy follow-up programmes in the replies received by the Secretariat. Whatever the specific characteristics of these programmes may be, their general purpose is to consolidate, develop and apply literacy skills. At one extreme, the level of prior literacy achieved by participants may be so rudimentary that the designation of the level of instruction as 'post-literacy' is more euphemism than fact. At the other extreme, the application of literacy skills is secondary or even incidental to a primary objective such as, for example, vocational training. Programmes in this latter category serve a post-literacy function, but may not be designated as post-literacy programmes. The general experience with post-literacy programmes would suggest that they are more successful when they form part of a broad movement of socio-economic change and/or, emphasize

the application of literacy skills for the achievement of strongly desired learning objectives such as, for example, training which leads to remunerative employment, including self-employment, improvement of family health or nutrition or the ability to read a religious text.

246. It is useful to note briefly the statistical trends which are generating and will continue to generate a need for post-literacy programmes. Whereas the growing number of illiterates in the world is often cited and rightly deplored, the rapidly increasing number of literates sometimes goes unmentioned. During the period 1970-2000, in which the number of adult illiterates is projected to increase by approximately 150 million, the number of literates is projected to more than double, increasing by an estimated 1,780 million from 1,550 million in 1970 to 3,330 million in 2000. This increase in the rate and number of literates in society has evident and important implications for all aspects of adult education and for post-literacy programmes in particular. While the progress of literacy in the second half of the twentieth century is without historical precedent, and a source of rightful satisfaction to educators and policy-makers who have made enormous efforts and investments to realize it, the success achieved remains incomplete and fragile. Many of the newly literate will have only a first-level (primary) education or less. This can be deduced from the fact that in the developing countries - where 85 per cent of the growth in the number of literates is projected to occur in the period 1970-2000 - only an estimated 69 per cent of those students who enrolled in the first grade in 1980 survived in school until the fourth grade. In 54 of 88 countries for which statistics are available, at least another 10 per cent of students enrolled in the fourth grade will not reach the final grade of the primary cycle.

247. The implication of these educational trends is that a majority of young adults in the developing world will, in the future, have had a school experience, but usually one of relatively limited duration and often of quite uncertain quality. Hence, the need for post-literacy activities, already substantial and only partially satisfied, can be expected to grow rapidly.

248. Successful literacy campaigns, of course, create an immediate demand for follow-up action. Thus, in planning its National Literacy Crusade, which eventually reached some 460,000 persons, Nicaragua foresaw that the level of literacy achieved by many participants would prove ephemeral, if vigorous follow-up was not ensured. Hence arrangements were made to use the community study groups established for the campaign as a framework for a programme of continuing literacy and basic education. In the longer term, it is planned that appropriate technical training will also be offered at the community level, thereby allowing the newly literate to not only reinforce their reading skills, but to apply them in programmes of continuing education. It is a sad irony that not a few literacy campaigns and programmes have failed because they did not anticipate their own successes and the need which these would generate for appropriate follow-up measures.

249. One of the indispensible conditions for conducting a successful literacy campaign would appear to be the realization that literacy is neither a beginning nor an end, but a stage in the process of education. Adult education, even for the illiterate, is not limited to literacy work - there is much of great value and use that can be taught either directly or through the media - and certainly should not end there. Literacy is not an ultimate but an intermediate objective. It enables the individual to become a self-actuating and self-directed learner capable of choosing and profiting from opportunities for adult education. The evidence of experience shows that literacy programmes do not succeed unless reading and writing are, in fact, enabling skills which the learner can use and from which he can benefit. Literacy flourishes where it is relevant or is made so. Hence, post-literacy is not, as the name may suggest, an after-thought, but rather an essential condition for the success of literacy efforts.

Illiteracy in industrialized countries

250. As noted above, one of the major and unexpected developments of the past decade has been the rediscovery of substantial numbers of illiterates or, more precisely, functional illiterates in many of the most industrialized countries of the world. As certain of the replies emphasize, functional illiteracy should not be confused with illiteracy in the usual sense of the term. It does not necessarily imply an inability to decipher words or even, in some cases, to read certain types of materials with a degree of fluency. As the Revised Recommendation concerning the International Standardization of Educational Statistics makes explicit, 'functional illiteracy' is a relative and not an absolute measure; it is not determined in relationship to any established educational standard, but by the social, cultural and economic circumstances of the community to which the individual belongs: 'A person is functionally literate who can engage in all those activities in which literacy is required for effective functioning of his group and community and also for enabling him to continue to use reading, writing and calculation for his own and the community's development' (Records of the twentieth session of the Unesco General Conference, Annex I, p. 18).

251. In societies undergoing a process of change so profound and of such magnitude that it has been called by some the 'new industrial revolution' and by others the dawn of the 'information age', the level of literacy needed to cope extends far beyond the mastery of the ABC's and is rapidly advancing. Hence, while educational reform may well be needed to confront this challenge, the growth of functional illiteracy probably has more to do with the economic and technological transformation of society than with a 'failure of the schools'. If failure there has been, it is a failure to keep abreast of socio-economic and technological changes, not a precipitous decline in educational standards. This problem of what might be termed 'educational lag' would appear to require efforts to ensure that the education offered in school more closely reflects existing and emerging societal needs. It also serves to emphasize the important role which adult education can play in extending and updating learning acquired in schools and in keeping the population in the active age group and above abreast of economic, social and technological transformations.

252. This new illiteracy, which afflicts the industrialized countries, is often referred to as 'analphabétisme de retour' or relapse into illiteracy. In the popular press, it is blamed on a growing reliance on television for information and entertainment and a consequent decline in reading. In some degree, this is perhaps the case. It is not certain, however, that relapse is, in fact, the process involved. The limited evidence available suggests that the 'relapsed literate' has probably not relapsed very far. The root of the problem is probably that he never achieved a satisfactory level of reading ability. The process may, therefore, be more accurately described as a vicious circle - reading difficulty resulting in limited practice and application of reading, which, over time, leads to an atrophy of already inadequate skills - than as a 'fall'. Whatever the appropriate figure of speech, the scale of this new type of illiteracy is large and its consequences serious.

253. A study conducted in the United States notes that whereas illiteracy in the traditional sense affects less than one per cent of the population, a total of 72 million adults, out of a population of 150 million, have difficulty dealing with the various demands placed upon them by society: '... 52 million adults are functionally incompetent at computation; 26 million have writing difficulties; ... 34 million do not read well ...' (United States response to Unesco Guide for collection of information from Member States on development of adult education, p. 18).

254. Often problems of reading, writing and computation come to attention only when technological change, or other reasons, make it necessary to retrain adults for new jobs. While the levels of literacy skills required for different jobs obviously vary enormously much newly created employment - and particularly those new jobs which are well compensated - call for greater competence than the jobs they are 'replacing'. At the same time, the requirements of existing jobs are being steadily up-graded. This is often true even where the basic function of the job is little changed. In a traditional auto repair shop, for example, the mechanic dealt directly with the owner of an automobile in need of repair. In the newer and more specialized shops, communication between the owner and the mechanic is often in writing. The needed repairs are indicated on a work slip and the time spent and parts used in effecting the repair are indicated by the mechanic on time and charge slips. What is done - a change of tyres or spark plugs - is essentially the same as before, but the organizational context in which the work is performed has increased the levels of reading and writing needed to accomplish it.

255. The high personal and social costs of functional illiteracy may be inferred from estimates made by the United States Department of Labour that 60 per cent to 80 per cent of that country's unemployed 'lack the basic skills of communication, personal relations, motivation, self-confidence, reading and calculation that would enable employers to train them for jobs that will open up in the next few years'. While the basic skills mentioned extend beyong literacy and numeracy and include affective orientations such as self-confidence and motivation, these different characteristics appear to be functionally related. Inability to master basic skills in a society which requires their daily use results in constant frustration, disappointments and an erosion of an individual's self-esteem and sense of worth. It would, of course, be mistaken to suppose that an impairment in reading skills would necessarily render an individual unemployable or make him economically dependent. As the United States' reply notes: 'Illiterates appear to be limited, not in their learning behaviours, but in the means available to carry out that learning'. This is, none the less, a serious and growing handicap.

256. Confronted with the evidence of large-scale problems of functional illiteracy, many of the industrialized countries have launched energetic actions to remedy the situation. The exact scale of such efforts is difficult to estimate because of the large number of agencies involved in certain countries and the fact that literacy work is being done under a wide variety of names: e.g., 'development of communications skills', 'job training', etc. Indeed, because of the stigma which attaches to it in the developed countries, programme sponsors often deliberately avoid the descriptor 'literacy', even when the teaching of reading and writing is the essential and sometimes the sole activity being carried out. None the less, the replies from the industrialized countries and other information received by the Secretariat suggest that action is being taken on a large and growing scale.

257. In the United Kingdom, local educational authorities, supported by professional organizations such as the ALBSU (Adult Literacy and Basic Skills Unit of the National Institute of Adult Continuing Education) are providing instruction on a large-scale, but usually on a one-to-one basis, through the use of volunteer tutors. The United States has launched an Adult Literacy Initiative in which a wide variety of public and private bodies, including publishers and public libraries, are participating. Indeed, in the United States, the participation of public libraries in literacy and reading-improvement programmes for children and adults can be traced back at least to the 1950s. The Federal Republic of Germany has made illiterates a priority target group and France has recently issued a government report on 'l'illétrisme' and is seeking to increase public awareness and support for literacy work. The programmes in all of the countries mentioned in this paragraph, it should be emphasized, are directed not only to immigrant groups, but also, and in particular, to the nationals of those countries.

258. Many industrial countries mention programmes aimed at particular groups, Finland, to cite one example, mentions the need to assist returning immigrants from neighbouring Sweden to adjust to the land of their birth. This is an instance where relapse into illiteracy - or analphabétisme de retour - may be an accurate description of the phenomena. Many of the immigrants left Finland early in life and spent most of their working years in Sweden. Many reportedly failed to achieve a mastery of written Swedish, while losing much of their command of Finnish writing. Programmes are designed to re-establish these skills. The phenomenon of relapse would seem to provide additional evidence of the need to conceive and plan adult education as follow-up to and extension of schooling and adult literacy work within the framework of a continuing process of lifelong education.

259. The rediscovery of illiteracy or its kin, functional illiteracy, in the industrialized countries has given a global perspective to the problem of illiteracy. Not all countries mention this problem in their replies, but a growing number do. Although it is necessary to distinguish between illiteracy in its classical sense and the new phenomena termed 'functional illiteracy', certain important similarities should also be noted. First, in all societies, illiteracy is more likely to affect the disadvantaged than the privileged: the poor, minorities and the handicapped are particularly at risk. Secondly, the implications of illiteracy extend beyond education: the illiterate's social status, economic possibilities and access to many forms of culture are severely affected. Indeed, in certain respects, functional illiteracy is more debilitating than illiteracy. In those developing nations where illiteracy is rampant, being illiterate carries no particular stigma: it is a matter of circumstances, not a personal failure. Nor in a society which makes only limited use of literacy, can the illiterate be said to be 'marginal'.

260. By contrast, in a developed country, illiteracy is not viewed as a matter of chance or circumstance, but often - and particularly by the illiterates themselves - as a personal failure, even a disgrace.

261. In relation to item 9 (c) of the provisional agenda of the conference, the participants may wish to address themselves particularly to certain questions relating to the topics discussed under agenda item 9 (c), such as the following:

> What additional actions by governments and non-governmental organizations might be taken to accelerate progress in the struggle against illiteracy? What forms of co-operation between governments and non-governmental organizations have proved or are likely to prove effective in promoting literacy?
>
> What are the implications of the strategy for eliminating illiteracy through a global approach combining the development and renewal of primary education and adult literacy work:
>
> - in terms of planning and financing adult literacy
> - in terms of sharing of facilities and personnel
> - in terms of training of educators
> - in terms of content and methods
> - in terms of co-ordinated action by authorities and educators respectively responsible for primary education and adult literacy work?
>
> What role can adult education play in encouraging the universalization and renovation of primary education?

What measures at international, national and local levels would be most effective in enhancing the rewards of reading and writing and thereby increasing the motivation for literacy? What role can adult education and adult educators play in implementing or encouraging the implementation of such measures?

What steps should be taken to ensure the formulation of policies pertaining to the choice of language or languages for literacy and post-literacy programmes which take into account all relevant aspects of this matter?

CHAPTER VII

(Item 10 of the provisional agenda)

Measures intended to improve international and regional co-operation with a view to the advancement of adult education

262. International and regional co-operation in adult education has not only increased in step with the growing appreciation of the potential of adult education as an instrument for the development of individuals and societies, but it has also taken on a wider variety of forms and modalities.

Intergovernmental co-operation

263. The governments of Member States co-operate in various ways to develop adult education. This co-operation takes the form of multilateral co-operation, through international organizations, more particularly Unesco, which has a comprehensive mandate in the field of education within the United Nations system. Many other Specialized Agencies of the United Nations system provide a forum for international co-operation in adult education and co-operate with their Member States in the organization and conduct of activities in certain aspects of adult education, but as could be expected these activities are limited to the field in which they work, so that the Food and Agriculture Organization (FAO), for example, principally devotes its attention to the training of farmers and co-operators and other matters related to food and agriculture, while the International Labour Organisation (ILO), is mainly concerned with vocational and professional training, and education and training related to participation in the activities of organizations of workers, employers and co-operatives. The United Nations Children's Emergency Fund (UNICEF), has undertaken adult education activities with special reference to parents' education and the education of women.

264. Unesco's action is concerned with the whole field of adult education and aims to promote its general development and its interconnection with other forms of education at all levels, thus helping to make lifelong education a practical reality. For many years, Unesco has been engaged in a wide range of activities linked to the development of adult education. These have included:

> the promotion and exchange of information and documentation, considerable importance being given to preparing and making available glossaries, bibliographies and directories; a news bulletin (Adult Education - Information Notes) has been brought out and is currently published in five languages; a large number of publications have been devoted to the various aspects of adult education;
>
> the organization of intergovernmental conferences, of which the present one is the fourth;
>
> the organization of meetings of specialists, consultations and various other meetings;
>
> technical and financial support to Member States, National Commissions and non-governmental organizations, particularly in the form of advisory services, scholarships and travel grants, including travel grants for workers;
>
> co-operation with non-governmental organizations in order to associate them in the various aspects of programme planning and implementation.

265. Since the Third International Conference on Adult Education, organized by Unesco in Tokyo in 1972, Unesco's action has been marked by certain new features.

266. In pursuance of the recommendations of that Conference, Unesco began to prepare a standard-setting instrument dealing with adult education. For that purpose it convened an Intergovernmental Committee to which a preliminary draft recommendation was submitted. On this basis, the Committee drew up the draft Recommendation on the Development of Adult Education which was adopted by the General Conference at its nineteenth session in Nairobi in 1976. The adoption of that instrument gave a new dimension to international co-operation in education and was a landmark in the development of adult education.

267. Following the adoption of that Recommendation and even more since the adoption of the second Medium-Term Plan (1984-1989), a new direction has been given to Unesco's work for adult education, particularly as regards increasing the interaction between adult education and other forms of education and linking them together in the context of lifelong education.

268. In this context, in keeping with the general line of Unesco's education programme which aims to secure a sensible co-ordination of formal and non-formal education, measures have been taken to link adult education activities and literacy work more closely with adult literacy training and measures to promote universal education for children in order to eradicate illiteracy. The co-ordination of these various forms of education, viewed as stages of lifelong education, forms part of what is being done to achieve the overall democratization of education referred to in Chapter II of this document.

269. All the units away from Headquarters, the number of which has considerably increased since the Tokyo Conference, that is, all the Regional Offices to which Subregional Offices have been added, together with the education advisers, join with Headquarters in implementing Unesco's activities in this field.

270. Significant developments in the Organization's programme for adult education can thus be seen to have occurred, in keeping with the 1976 Recommendation, together with a spreading of activities through increased decentralization.

271. There are a number of intergovernmental organizations outside the United Nations system which in recent years have also devoted attention to international co-operation for the development of adult education, either as a comprehensive field of action, or for the development of particular aspects of adult education. The Arab Educational, Cultural and Scientific Organization (ALECSO), the Commonwealth Secretariat, the Council of Europe (CoE), the Organization of African Unity (OAU), the Conseil régional pour l'éducation des adultes et l'alphabétisation en Afrique (CREAA), the Organization of American States (OAS), the Organisation for Economic Co-operation and Development (OECD), and the South-East Asian Ministers of Education Organization (SEAMEO) have all been increasingly active in various fields of adult education.

272. International co-operation in adult education assumes various forms. One of the major developments in this respect since the Tokyo Conference has been normative action.

273. The adoption of the International Recommendation on the Development of Adult Education at the nineteenth session of Unesco's General Conference held in Nairobi in 1976 constituted a notable event in the history of adult education, as it was the first instance of international normative action in this area of education.

274. At first sight it would appear that adult education is so specifically tied to the national socio-economic and cultural context in which it operates, and is at such different stages of development in different countries that normative action would hardly be feasible. Nevertheless, the Recommendation was unanimously adopted, thus providing an agreed set of concepts about the specificity of adult education and its main purposes.

275. A closer examination shows that the span of adult education is substantially the same in most countries. It ranges over general education, vocational and professional training, education related to participation in cultural and civic life to education linked to numerous other concerns and roles of life. As regards the levels of education, in the majority of developing countries, the main effort goes into the struggle against illiteracy, but many highly industrialized ones are also confronted with literacy problems, although on a minor scale. Conversely adult education at very high professional or academic levels is also practised in developing countries, which feel that they can ill-afford not to maintain their high-level manpower at the highest possible level of education and competence. Therefore, while there are considerable differences between the share of the effort that goes into various kinds of adult education in different countries, the generic differences are not as large as would appear at first sight.

276. Another form of co-operation is the joint consultation which takes place at international conferences organized by Unesco, such as the intergovernmental conferences on adult education, the regional conferences of ministers of education, and the biannual sessions of the International Conference on Education which have increasingly paid attention to matters related to adult education. Other bodies, for example the Commonwealth Secretariat, also organize international conferences on adult education or non-formal education.

277. The various conferences have confirmed that there is enough common background to make international co-operation in adult education meaningful. The fact that adult education has developed unevenly and in different ways from one country to another, and indeed from one geographical area to another or in different economic or social sectors within a country would appear to have been an advantage rather than a hindrance to international exchanges, because it has been meaningful to seek inspiration from experience and ideas developed elsewhere. As international exchanges have increased, and countries have gained access to wider international experience than was readily available previously, there are many fewer cases of uncritical transfers than 30 or even 20 years ago.

278. It is a noticeable development that more and more inspirations and impulses now also flow from the developing countries to the highly industrialized countries. In many specific areas of culture, experience from other continents has considerably enriched adult education in Europe and North America. The values of traditional cultures were previously confined to certain regions, but are now becoming accessible to other areas of the world, and the experimentation and ingenuity displayed in tackling development problems, also in the area of education, in countries having less rigid structures than many countries with long-established systems of education have produced solutions of general interest to the world.

279. International co-operation for the development of adult education has also developed through the flows of technical and financial assistance both through multilateral agencies and through channels of bilateral co-operation. Statistics are not available on aid-flows to adult education, but it would seem that aid for this purpose has augmented with the increasing appreciation of the importance of the human factor in development. However, the question may be raised whether the fundamental role of adult education in the mobilization and valorization of human

resources for national economic and social development has been fully appreciated by applicants for, as well as providers of, external aid. Recurring statements about 'the limited capacity of some developing countries for the absorption of foreign aid' would seem to indicate that the potential of adult education for the development of the capacity of both individuals and societies has not yet been fully realized. The education of adults at various levels, and in various subject-matters appears to be an obvious means among others to develop the capacity to apply the aid, including capital aid, that can be made available.

280. International aid has taken the form of supply of experts and consultants, supply of equipment and consumable materials like paper and printing materials, training of personnel either abroad, or - increasingly - in the home country of the nationals being trained. There has also been capital assistance, especially for the building of training institutions.

281. Most of this aid has been provided by multilateral agencies, or by governments, but many non-governmental agencies have also contributed substantial aid to developing countries, either from their own resources, or, quite frequently, financed from resources made available through non-governmental organizations by governments which appreciate the detailed knowledge of projects and programmes which some non-governmental organizations have acquired by close co-operation with organizations in developing countries, often over long periods of time.

282. To implement a given project, or programme, a combination of resources is usually necessary. While some of these resources can usually be obtained in one way or another, it frequently happens that some of the other resources are unavailable, with the result that the implementation of the whole programme suffers, often severely. It would seem to be in the interest of both providers and recipients of development aid to work towards greater flexibility of both external and internal resource allocations and at least to work with considerable margins for unforseen contingencies.

283. International co-operation is also made up of a multitude of exchanges, of persons, of publications and documents, and increasingly of audio-visual materials and programmes of various kinds. Some countries have specific agreements on exchanges in adult education, but more frequently such exchanges are carried out within the general framework of agreements on cultural co-operation.

Non-governmental organizations

284. Many international non-governmental organizations, including trade unions and organizations of the teaching profession have over the years been very active in various fields of adult education and have promoted many international contacts and exchanges. These organizations usually engage in adult education as one of several activities. Prior to 1960 only the International Federation of Workers' Educational Associations (IFWEA), saw adult education as its main purpose. The International Congress of University Adult Education (ICUAE), founded in 1960 immediately after the second International Conference on Adult Education held in Montreal, publishes an academic journal and a newsletter and has over the years served to form international links of co-operation and exchanges between universities engaged in adult education. During the 1960s and 1970s new organizations have come into being which have the advancement and extension of adult education as their primary purpose.

285. Most significant has been the creation of the International Council of Adult Education (ICAE), which was founded soon after the Tokyo Conference at the initiative of the late Dr Roby Kidd, who since his chairmanship of the third International Conference on Adult Education, Montreal, 1960, had continued to develop

extensive networks for international co-operation in adult education. In addition to other publications, the ICEA publishes a journal, 'Convergence', and several newsletters. It has also co-operated with national adult education associations in developing programmes and projects likely to attract external aid, and it has been instrumental in assisting bilateral technical assistance agencies like CIDA, in Canada, and private foundations to orient some of their development aid to the advancement of adult education in developing countries.

286. There are now adult education organizations in almost all major regions of the world. Among them one can mention the European Bureau of Adult Education (EBAE); the Asian and South Pacific Bureaux of Adult Education (ASPBAE), which was founded in 1964 and has gained the adhesion of a large number of Asian and South Pacific adult education organizations and institutions; the African Association for Literacy and Adult Education (AALAE), founded in 1968, but tracing its roots to the Adult Education Association for East and Central Africa founded in 1964, the largest non-governmental organization in the region with membership in all African countries, where English is widely used. In the Arab States the Arab Regional Literacy Organization (ARLO), which is an agency of the Arab Educational, Cultural and Scientific Organization (ALECSO), provides channels for regional co-operation, runs training institutions for adult education personnel and supports various projects. In Latin America the oldest regional organization is the Federación Interamericana de Educación de Adultos (FIDEA), and more recently the Consejo de Educación de Adultos de America Latina (CEAAL), has come into being.

287. Most of the international and regional adult education organizations are not able to finance more than a part of their activities from their membership fees, and they are to a considerable extent dependent on grants or contracts from international and national public and private sources. Often much time and energy has to be spent in fund-raising, to finance specific activities, and to ensure the general functioning of the organization. In view of the very important role these organizations play in the development of international co-operation and in the advancement of adult education, the Conference might deem it desirable to explore ways to deal with this problem.

288. National non-governmental organizations play an important part in international co-operation. Most of the international and regional associations base their work on organization rather than individual membership. In this way, the development of co-operation at the national level between the various organizations and institutions that are active in adult education becomes almost a prerequisite for the full participation in international co-operation. Therefore it is hardly a coincidence that the 1970s have been characterized by a remarkable parallel development of international co-operation on the one hand and the establishment of national associations of adult education and other organs of co-operation and concertation on the other hand.

289. Alongside the development of the above-mentioned international non-governmental organizations, there has been in the last few years a tendency to establish specialized networks between people sharing particular concerns, e.g. enhancing the role of women in adult education, participative research, the education of prisoners. These networks function with a minimum of formality: circular letters, photocopies of letters or telephone calls are privileged means of communication, enabling people to point out interesting projects or publications, and often leading to some kind of joint action. The networks cannot be considered as an alternative to the major organizations, but they complement them. The major organizations often inform their general membership of the existence and activities of the networks, so that those interested in a particular activity may join in, and the networks in turn inform their members of the activities of the comprehensive organizations.

290. The worldwide development of transport and communication has greatly contributed to the development of these types of exchanges, but it seems that more specific factors have also been at play. Many people who have committed themselves to work in adult education have now and again expressed feelings of marginality in relation to other careers or professions, or in relation to more solidly organized and well-structured public and private institutions. Often they have devoted themselves to educational work with people who are at a disadvantage in one or more respects; they are typically interested in other people, very often in other nations, and perhaps their work has helped them to develop empathy with others. Be that as it may, it is noticeable that adult educators take a greater than average interest in international exchanges in all forms. The demand for 'Adult Education Information Notes' and the adult education directories published by Unesco as well as for other information and documentation provides evidence of a widespread interest in international exchanges among adult educators.

291. It seems certain that the development of electronic data transmission will lead to a further development of all kinds of networks, international as well as national. Some countries already have systems permitting data transfer via the telephone network between domestic television screens (e.g. Peritel in the United Kingdom and Teletel in France), and personal computers linked with 'modems' are spreading rapidly in some countries. These technologies allowing the media to serve both as mass media and as highly individualized media hold great promise not only for professional exchanges between adult educators, but also for informing the public about available educational opportunities, and they can also be used for instructional purposes.

Areas and forms of co-operation

292. Many replies to Unesco's inquiry provide suggestions on topics to be dealt with at international and regional meetings, and offer comments and proposals for future multilateral and bilateral co-operation.

293. The need for international co-operation to clarify concepts and terminology is evoked by Cuba and Finland, and both Denmark and Singapore draw particular attention to clarification of concepts related to lifelong education, while Denmark and Finland mark their interest for links between formal and non-formal education.

294. Several countries, including Finland, Hungary, Iran, Kenya, Thailand and Turkey, express the wish for further development of international exchanges of information and documentation. Hungary is particularly interested in the development of exchanges with south-east European countries and the Balkans area while the Philippines suggest that an anthology of successful adult education projects in the south Asian region be compiled.

295. International co-operation in research is called for by Iran, El Salvador, Hungary, Kenya and the Republic of Korea and Poland.

296. Many of the suggestions are related to the needs of various groups of people, mostly, but not exclusively, people who are disadvantaged in one or more ways. The Federal Republic of Germany and the United Kingdom mention the educational needs of the unemployed with respect to training for employment and also the need to cope with the problems of enforced leisure. The Dominican Republic seeks co-operation in matters related to the education of urban marginal populations as recent immigrants and slum dwellers as well as to education of rural populations, a concern also mentioned by Turkey. Cuba calls attention to the problems of meeting the educational needs of remote populations, and Sweden would like to see more contact between its adult educators and educators from the countries of origin of immigrants.

297. Several suggestions are made in relation to women: Burkina Faso and Canada seek ways of providing education and training for non-traditional jobs for women, Haiti and the Republic of Korea show particular concern for women in rural areas, Singapore is interested in distance education for housewives, and Turkey in family education.

298. Co-operation appertaining to education of the elderly is called for by the Republic of Korea, Poland and Singapore while Canada and Turkey mention the needs relating to the social and professional integration of youth, and Israel the problems of the education of parents.

299. Other replies are concerned with the content of education. Burundi, El Salvador and Sudan ask for meetings and exchanges in general concerning curricula, especially for basic education, but it is for literacy and post-literacy activities that the greatest interest is displayed. Countries as diverse as Burkina Faso, Burundi, Canada, the Dominican Republic, the Federal Republic of Germany, India, Ireland, Kenya, Syria and Thailand all call for increased co-operation with regard to literacy, while the Federal Republic of Germany stresses the problem of illiteracy in industrialized countries. Burundi, El Salvador, Haiti, India and Kenya mention the problems of post-literacy education with an emphasis - in the case of Kenya - on curricula and teaching materials. Bulgaria, Canada, the Dominican Republic, Finland, Turkey and the United Kingdom mention the need for co-operation in vocational training underlining the contribution of 'both general and vocational education towards improving job prospects bearing in mind likely technological changes and in coping with enforced leisure' (United Kingdom). Bulgaria also shows an interest for science and technology. The Swedish reply calls particular attention to the need for education for peace, survival, international relations and a new economic order, and a concern for co-operation in cultural education is expressed by Australia, which in particular wants to learn from other countries in the region about moral responsibilities (citizenship) and how to lead a life less dependent on energy; by Iran, which manifests a particular interest in education in Islamic values; by the Philippines, Romania and Singapore, which particularly wish to promote exchanges in the area of cross cultural understanding.

300. The Asian and Pacific Consultation (Bangkok, 24-27 May 1983) recommended that a 'Regional Perspective Plan for Literacy' should be prepared and implemented in each region in co-operation with the Member States, other international organizations including non-governmental organizations. As for Asia and the Pacific such plans should provide for eradication of illiteracy from the region by the year 2000 and arrangements of close monitoring at the national and regional level. A regional resource and documentation centre should be set up to provide effective support to the functioning of the network of national central resource centres and to the strengthening of these resource centres. This regional centre should be set up either at the Unesco Regional Office for Education or at some existing regional literacy or adult education centres.

301. Co-operation in improvement and application of modern methods and techniques is particularly sought by Canada and Poland. Burkina Faso and India mention audio-visual methods, Burundi, Poland, Austria and India the mass media, and the Federal Republic of Germany the need for development of interdisciplinary co-operation for full use of multimedia aproaches. A particular interest in the encouragement and study of self-education is expressed by Canada and Poland.

302. The Indian reply also refers to the need for international co-operation in the production of literature and other printed materials for education, as well as in improving the supply of printing paper.

303. The type of activity most frequently singled out as a field for international co-operation is the training of personnel as appears from the replies of Bulgaria and Burundi (which wishes to see training institutes established in French-speaking Africa), Canada, El Salvador (which draws attention to the need for training administrative staff), Hungary (which calls for international exchanges of personnel), India, Kenya (which suggests study tours and visits). Poland, Portugal and Thailand advocate greatly increased appreciation of the role of human resources in development, and the Subregional Technical Meeting to Identify Present Problems and Trends in Adult Education, jointly organized by Unesco and the African Association for Literacy and Adult Education (AALAE) (Lusaka, 1982) has recommended that 'to cut down costs, neighbouring countries should consider the establishment of common training facilities in adult education, especially high-level training, and training in highly specialized areas for which there would be inadequate demand and/or resources at national levels'. The AALAE has itself developed plans for co-operation between African universities in the establishment of postgraduate courses of a specialized nature for 'senior government adult education officers, non-formal/adult educators in government departments and voluntary agencies: senior personnel in such ministries or departments and voluntary agencies; senior personnel in such ministries or departments as community and rural development, broadcasting, health, agricultural extension, co-operatives, as well as senior staff development personnel in commerce and industry',(1) and envisages bringing together specialists from African universities to design and conduct high-level training courses of shorter duration in particular subject areas such as curriculum development, preparation of teaching materials, evaluation and planning.

304. With respect to co-operation programmes and activities under way, it is worth mentioning two projects undertaken within the framework of Unesco in pursuance of recommendations of regional conferences of ministers of education. The Major Project in the Field of Education in Latin America and the Caribbean and the Regional Programme for the Eradication of Illiteracy in Africa represent important efforts by the countries of these regions to further co-operation at the subregional and regional levels as well as to provide a framework for making effective use of bilateral and multilateral assistance in the achievement of regional educational objectives. These two programmes have defined a set of educational goals to be achieved by their respective regions before the end of the century - including the elimination of adult illiteracy - and have established mechanisms for pursuing them. Although the regional goals and the mechanisms for implementing them differ, both programmes are based primarily upon the concept of horizontal technical co-operation by which the countries of the regions concerned share expertise, information and educational resources in defined areas. The countries participating in the respective regional programmes have drawn up, or are in the process of drawing up, national plans or equivalent documents for achieving the agreed regional goals and have indicated the assistance which they require in order to implement their national strategies, and the educational resources which they possess and are prepared to share with other participating countries. One African country, for example, has offered to make available the services of its educational television production centre for the use of other countries in the programme. Similarly, a Latin American country has offered to place certain of its national educational institutions at the service of the Major Project. These regional programmes have also enabled countries from outside the region to provide support to regional efforts aimed at the attainment of priority

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(1) Final report of the Subregional Technical Meeting to Identify Present Problems and Trends in Adult Education organized by Unesco and the African Association of Adult Education (Lusaka, 1982).

educational goals. Finland, Italy and Spain are, for example, providing technical co-operation and/or material support to the Major Project. A number of countries and institutions have expressed their interest in, or intention to co-operate with, the African Regional Programme.

305. The costs of international co-operation are very small compared with those which a lack of understanding and co-operation could entail. A deeper and more widespread knowledge of other people and the problems with which they are confronted might encourage some of the better human attitudes of trust, confidence and solidarity. Adult education holds enormous potential in this respect.

306. If adult education is needed for the purpose of strengthening international understanding and co-operation, international co-operation has also proved its great potential in promoting adult education.

307. The Conference may wish to consider, in the light of experience gained in the implementation of past and present activities, certain questions regarding international, regional and subregional co-operation for the development of adult education. It might in this connection consider such questions as the following:

> the main aspects of the development of adult education which seem to lend themselves best to international, regional and subregional co-operation and on which such co-operation would have a particularly significant impact (e.g. policies, planning, organization and financing of adult education; preparation of programmes and determination of activities and content; development and evaluation of methods; training and further training of personnel, research and studies; strengthening of information and documentation services);
>
> the most suitable ways and means of promoting such co-operation at the various levels (e.g. exchanges of information, publications, meetings, exchanges of persons, joint research or training projects, etc.);
>
> the respective roles of governments, National Commissions for Unesco, intergovernmental and non-governmental organizations and international, regional and subregional associations with a view to the development of international, regional and subregional co-operation in its various forms;
>
> those aspects of adult education to which special attention should be devoted in Unesco's programme, and forms of action deserving the Organization's priority in this field.